FALSE IDENTIFICATION DOCUMENTS

HEARING

BEFORE THE

SUBCOMMITTEE ON CRIMINAL LAW

OF THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

NINETY-SEVENTH CONGRESS

SECOND SESSION

ON

S. 2043

A BILL TO AMEND TITLE 18, UNITED STATES CODE, TO PROVIDE CRIMINAL PENALTIES FOR THE MAILING OF IDENTIFICATION DOCUMENTS BEARING A FALSE BIRTHDATE

AND

S. 1924

A BILL TO AMEND TITLE 18 OF THE UNITED STATES CODE TO REVISE AND IMPROVE THE LAWS CONTROLLING FALSE IDENTIFICATION CRIMES

JUNE 16, 1982

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CONTENTS

OPENING STATEMENT

Page

Laxalt, Senator Paul (acting chairman of the subcommittee) 1

PROPOSED LEGISLATION

S. 2043, a bill to amend title 18, United States Code, to provide criminal penalties for the mailing of identification documents bearing a false birthdate 2

S. 1924, a bill to amend title 18 of the United States Code to revise and improve the laws controlling false identification crimes 5

CHRONOLOGICAL LIST OF WITNESSES

Humphrey, Hon. Gordon J., a U.S. Senator from the State of New Hampshire 10

Sawyer, Hon. Harold S., a U.S. Representative from the State of Michigan 54

Richard, Deputy Assistant Attorney General Mark M., accompanied by Stephen M. Weglian, senior attorney in the Litigation Section, U.S. Department of Justice 58

Tipton, Kevin, executive director, Colorado United, Denver, Colo 108

Shea, Donald B., counsel and vice president, U.S. Brewers Association, Inc., Washington, D.C 125

Teele, Kenneth H., investigator, Law Enforcement Division, New Hampshire Liquor Commission, Concord, N.H 143

ALPHABETICAL LIST AND MATERIAL SUBMITTED

Humphrey, Senator Gordon J.:
  - Testimony 10
  - Prepared statement 11
  - Exhibits—
    - Letters from:
      - New Hampshire State Liquor Commission 14
      - Alabama Alcoholic Beverage Control Board 15
      - Vermont Department of Liquor Control 16
      - National Conference of State Liquor Administrators 17
      - Colorado Liquor Enforcement Division 18
      - South Carolina Alcoholic Beverage Control Commission 19
      - City and County of Honolulu Liquor Commission 20
      - New York Division of Substance Abuse Services 21
      - Oregon Liquor Control Commission 22
      - Rhode Island Liquor Control Administration 23
      - Connecticut Department of Liquor Control 24
      - Minnesota Liquor Control Division 25
      - Florida Division of Alcoholic Beverages and Tobacco 26
      - Michigan Liquor Control Commission 27
      - Ohio Department of Liquor Control 28
      - Colorado Liquor Retailers Association 29
      - District of Columbia Alcoholic Beverage Control Board 30
      - North Dakota Consumer Fraud Division 31
      - Kentucky Department of Alcoholic Beverage Control 32
      - Missouri Division of Liquor Control 33

Humphrey, Senator Gordon J.—Continued
  Exhibits—Continued ... Page
    Prepared statement of Peter S. Ridley ... 34
      Enclosure—National Conference of State Liquor Administrators: Resolution No. 12 ... 35
    Samples of bogus identification cards ... 36
Laxalt, Senator Paul:
  Submissions of Representative Hyde:
    Letter to Senator Paul Laxalt ... 89
    Statement of Representative Henry J. Hyde of Illinois ... 90
    Fraudulent ID's, credentials, and advertising ... 94
    Excerpts from:
      H.R. 6915 ... 98
      Report to accompany H.R. 6915 ... 101
    Articles from the Chicago Tribune:
      The Bureaucratic Snafu on Aliens ... 106
      $66 Million-a-Year Loss Cited in Jobless Pay for Illegal Aliens ... 106
      Illegal Immigrants, Illegal Aid ... 107
Richard, Mark M.:
  Testimony ... 58
  Prepared statement ... 63
    False Identification Crime Control Act of 1981:
      Section-by-section Analysis ... 67
      Suggested changes to S. 1924 ... 69
    Summary of testimony ... 71
    Federal statutes relating to the use of false identification ... 73
Sawyer, Representative Harold S.:
  Testimony ... 54
  Advertisement from the Glamour magazine ... 55
  Prepared statement ... 57
Shea, Donald B.:
  Testimony ... 125
  Prepared statement ... 127
    Attachment: Samples of educational material used in a nationwide alcohol awareness program entitled "Think Twice * * * About Drinking," launched by USBA in March 1979 ... 131
Teele, Kenneth H.:
  Testimony ... 143
  Prepared statement ... 146
Tipton, Kevin:
  Testimony ... 108
  Prepared statement ... 112
  Colorado United poster of valid identifications ... 115
  Articles from the Houston Chronicle, entitled "Documents of Deceit," by Zarko Franks:
    "Birth Certificate Serves as 'Breeder' for Acquiring False Identity" ... 116
    "Bogus Social Security Card Fraud Mounts" ... 118
    "Stolen ID Cards Bring Big Prices" ... 120
    "Many Illegally Get U.S. Benefits Overseas" ... 122
    "Bogus ID Penalties Pushed" ... 123

FALSE IDENTIFICATION DOCUMENTS

WEDNESDAY, JUNE 16, 1982

U.S. SENATE,
SUBCOMMITTEE ON CRIMINAL LAW,
COMMITTEE ON THE JUDICIARY,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2228 Dirksen Building, Senator Paul Laxalt (acting chairman of the subcommittee) presiding.

Staff present: John F. Nash, Jr., chief counsel and staff director to Senator Paul Laxalt; Susan C. Fanning, chief clerk to Senator Paul Laxalt, Subcommittee on Regulatory Reform; and Debbie Murdock, legislative assistant to Senator Paul Laxalt.

OPENING STATEMENT OF SENATOR PAUL LAXALT

Senator LAXALT. The hearing will come to order.

This laudable initiative is sponsored by my friend and distinguished colleague from New Hampshire, Senator Gordon Humphrey. It enjoys broad support throughout the country, and rightfully so. The use of fraudulent identification by minors to purchase liquor is a growing problem. This problem is exacerbated by those mail order businesses which produce official looking ID's primarily marketed to minors.

State law enforcement agencies find it increasingly difficult to stem the tide of these false ID's mainly because they are produced in another State. Senator Humphrey's proposal would remedy this problem by bringing such activities within reach of Federal criminal law.

During this hearing, the subcommittee has requested that the Department of Justice also comment on S. 1924, the False Identification Crime Control Act of 1981, introduced by Senator DeConcini. This measure, and that of Senator Humphrey, will go a long way in reaching a great deal of the criminal activity that depends on false identification.

At this time I would like inserted in the record the text of S. 2043 and S. 1924.

[The text of the bills follow:]

II

97TH CONGRESS
2D SESSION

S. 2043

To amend title 18, United States Code, to provide criminal penalties for the mailing of identification documents bearing a false birthdate.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 2 (legislative day, JANUARY 25), 1982

Mr. HUMPHREY introduced the following bill; which was read twice and referred to the Committee on the Judiciary

---

A BILL

To amend title 18, United States Code, to provide criminal penalties for the mailing of identification documents bearing a false birthdate.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) chapter 83 of title 18, United States Code, is amended by adding at the end thereof the following new section:

"§ 1738. Identification documents bearing a false birthdate

"(a) Whoever willfully uses the mails for the mailing, carriage in the mails, or delivery of any identification document, certificate, paper, or card intended primarily for identification purposes, which bears a birthdate purported to be that of the person identified, which has not been verified pursuant to subsection (b), shall be fined not more than $5,000 or imprisoned not more than ten years, or both.

"(b) For purposes of subsection (a), an identification document is verified if the sender obtains adequate assurances that—

"(1) the birthdate is an accurate reflection of the date of birth of the person purported to be identified; or

"(2) that the person purported to be identified is twenty-one years of age or older.

For purposes of this subsection, adequate assurances means an official written certification or communication, on official stationery, if applicable, from the Federal Government, any State government, any town, city, or municipal government, a physician registered or licensed with any State, or any hospital or clinic licensed within a State.

"(c) It is an affirmative defense to this section if—

"(1) the date of birth of the person purported to be identified is the date indicated on the identification;

"(2) the person purported to be identified was twenty-one years or older on the date the identification was mailed; or

"(3) the identification was mailed in the course of routine business by the Federal Government, any State government, any town, city, or municipal government, a physician registered or licensed with any State, or any hospital or clinic licensed within a State.".

(b) The listing for the table of sections of chapter 83 of title 18, United States Code, is amended by adding at the end thereof the following new item:

"1738. Identification documents bearing a false birthdate."

SEC. 2. Section 3001(a) of title 39, United States Code, is amended by striking out "or 1718" and inserting in lieu thereof ", 1718, or 1738".

II

97TH CONGRESS
1st SESSION

S. 1924

To amend title 18 of the United States Code to revise and improve the laws controlling false identification crimes.

IN THE SENATE OF THE UNITED STATES

DECEMBER 9 (legislative day, NOVEMBER 30), 1981

Mr. DECONCINI introduced the following bill; which was read twice and referred to the Committee on the Judiciary

---

A BILL

To amend title 18 of the United States Code to revise and improve the laws controlling false identification crimes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "False Identification Crime Control Act of 1981".

SEC. 2. Chapter 47 of title 18, United States Code, is amended by adding at the end thereof the following new sections:

"§1028. Use of false documents or false use of official documents to obtain official identification

"(a) Whoever, for the purpose of obtaining for himself or another any official documents or paper of the United States, or any agency or department thereof, involving an element of identification, knowingly uses or supplies false information, false or falsified documentation, or any document or paper evidencing or purporting to evidence the birth or identity or entry into the United States of any individual other than the individual officially intended to be documented thereby, shall be fined not more than $10,000, or imprisoned not more than five years, or both.

"(b) Whoever, for the purpose of obtaining for himself or another, any official document or paper of any State (including any political subdivision thereof) or any agency or department thereof, involving an element of identification, travels in interstate or foreign commerce or knowingly utilizes or causes to be utilized any facility in interstate or foreign commerce including the mail, to send, transport, transmit, carry, deliver, or otherwise move in interstate or foreign commerce any false information, false or falsified documentation, or any document or paper evidencing or purporting to evidence the birth or identity or entry into the United States of any individual other than the individual officially intended to be documented thereby, shall be fined not more than $10,000, or imprisoned not more than five years, or both.

"§ 1029. Production, sale, transmission, or possession of false documents to be used, or sale, transmission, or possession of official documents used or intended to be used falsely as official identification or in obtaining official identification

"(a) Whoever, for a monetary or other consideration—

"(1) falsely makes, forges, counterfeits, or alters, or uses in violation of a Federal or State statute, or a regulation, rule, or order issued pursuant thereto, any official document or paper of the United States, or any agency or department thereof, involving an element of identification;

"(2) falsely makes, forges, counterfeits, or alters, or uses in violation of a Federal or State statute, or a regulation, rule, or order issued pursuant thereto, any official document or paper of any State (including any political subdivision thereof), or any agency or department thereof, involving an element of identification, knowing that such document or paper of the United States, or any agency or department thereof, involving an element of identification; or

"(3) sells, transfers, or otherwise delivers any such document or paper of the United States or of any State knowing such document or paper to have been so made, forged, counterfeited, or altered or is being or is intended to be used to obtain an official document of the United States, involving an element of identification; shall be fined not more than $10,000, or imprisoned not more than five years, or both.

"(b) Whoever travels in interstate or foreign commerce or utilizes or causes to be utilized any facility in interstate or foreign commerce, including the mail, to send, transmit, carry, deliver, or otherwise move in interstate or foreign commerce any document or paper purporting to be an official document or paper of the United States or any State (including any political subdivision thereof), or any agency or department thereof, involving an element of identification knowing that such document or paper has been falsely made, forged, counterfeited, or altered, or is being or is intended to be used in violation of a Federal or State statute, or a regulation, rule, or order issued pursuant thereto, shall be fined not more than $10,000, or imprisoned not more than five years, or both.

"(c) Whoever, with the intent to defraud, receives, possesses, uses, furnishes, or attempts to receive, possess, use, or furnish to another, any false, forged, counterfeited, or altered document or paper purporting to be of the United States, or any agency or department thereof, or of any State (or any political subdivision thereof) knowing that such document or paper is being used or is intended for use in obtaining any official document or paper of the United States, or any agency or department thereof, involving an element of identification, shall be fined not more than $10,000, or imprisoned not more than five years, or both.".

SEC. 3. Nothing contained in this Act shall apply to any action taken pursuant to the provisions of title V of the organized Crime Control Act of 1970, or of any regulation, rule, or order issued pursuant thereto, or to authorized investigative or intelligence agencies. Nor shall anything in this Act apply to the otherwise lawful use by the recipient of identity documents received pursuant to the provisions of title V of the Organized Crime Control Act of 1970, or of any regulation, rule, or order issued pursuant thereto, or received in connection with authorized investigative or intelligence activities of law enforcement or intelligence agencies.

SEC. 4. The analysis of chapter 47 of title 18, United States Code, is amended by adding at the end thereof the following new items:

"1028. Use of false documents or false use of official documents to obtain official identification.

"1029. Production, sale, transmission, or possession, of false documents to be used, or sale, transmission, or possession, of official documents used or intended to be used falsely as official identification, or in obtaining official identification.".

Senator LAXALT. I look forward to the testimony of our witnesses. I would like to add before we begin that a number of businesses which produce official looking identification cards were invited to testify today. However, they all declined the opportunity.

Senator Humphrey, welcome to the committee.

STATEMENT OF HON. GORDON J. HUMPHREY, A U.S. SENATOR FROM THE STATE OF NEW HAMPSHIRE

Senator HUMPHREY. Thank you, Mr. Chairman, and good morning. Let me offer my gratitude to you for providing us with an expedited hearing on this important piece of legislation.

I have a statement which I would prefer to include in the record, if I may.

Senator LAXALT. Without objection, so ordered.

Senator HUMPHREY. Mr. Chairman, in 1980, the last year for which we have complete records, 9,803 drivers between the ages of 16 and 19 were involved in fatal motor vehicle accidents, and of that 9,800, approximately, 3,262 had been drinking.

We all know what a great tragedy is involved in driving and drinking in this country, and one cannot help but wonder how many of those 3,300 deaths of young people between the ages of 16 and 19 could be attributable to the obtaining of alcoholic beverages by means of false identifications.

Mr. Chairman, as you pointed out, invitations to testify were presented to several ID companies which provide these false identification cards through the mails and by other means to young people who otherwise are unable to obtain alcoholic beverages, and of course none of those persons invited chose to testify.

Just yesterday, Mr. Chairman, we learned that the National Conference of State Liquor Administrators has passed a resolution endorsing fully the provisions of this bill. The resolution was passed on June 10 and will be submitted for the record along with a statement of Peter S. Ridley, Chairman of the District of Columbia Beverage Control Board.

Mr. Chairman, the problem is serious, it is very easy for young people to obtain official looking but false identification cards. They can obtain them through the mail or by other means through interstate commerce. These false identification cards are widely advertised. Advertisements have appeared, for instance, in Mademoiselle magazine, Glamour, Mad, Rolling Stones, Star, National Enquirer, National Lampoon, True Story, True Love, and even Popular Mechanics.

So it is high time we addressed this matter. The Department of Justice, I understand, has been anxious for some time for this to be addressed.

I note that among the distinguished witnesses this morning is Representative Sawyer from Michigan who has sponsored a bill very similar in the House and with whom I have had the great pleasure of cooperating in attempting to address this problem.

That completes my statement, Mr. Chairman. I have a number of things for the record, including samples of these ID cards which are designed, explicitly designed, to look like official ID cards. They are custom designed to resemble the ID cards or the drivers' licenses issued by the various States, and I would like to submit all that material for the record.

Senator LAXALT. It will be so placed, Senator, and once again, as I indicated in my opening statement, I would like to congratulate you for the movement there is on this important piece of legislation.

I will make a point to make the full statement available to members of the subcommittee, and I assure you that we will expedite this legislation as much as we can, recognizing its importance.

Senator HUMPHREY. Thank you very much.

[The prepared statement and other material submitted by Senator Humphrey follow. The booklet "National Identification Guide," published by Idento Guide Co., is on file with the subcommittee.]

PREPARED STATEMENT OF SENATOR GORDON J. HUMPHREY

Mr. Chairman, Members of the Committee, I am very pleased to be here this morning to offer supportive testimony for S. 2043, a bill to provide criminal penalties for the mailing of identification documents bearing a false birthdate. This message was introduced by me on February 2, of this year and since that time has attracted the cosponsorship of 11 other Senators. On April 6 of this year, Congressman Harold Sawyer of Michigan introduced a very similar bill in the House of Representatives, H.R. 6105 on which hearings were held May 5, 1982. Today's hearing represents another substantial step in the consideration of what many perceive to be an important and long overdue piece of legislation.

The problem of false identification is of wide-scale proportion. I recognize fully the extent of the problem in dealing with the various aspects of false identification abuse and I applaud the efforts of Congressmen and Senators to address the numerous issues associated with false identification. As Chairman of the Senate Subcommittee on Alcoholism and Drug Abuse, my particular interest and attention has been drawn to the use of false identification by minors to purchase alcoholic beverages. There are a number of mail order houses throughout the country who manufacture and disseminate plastic laminated photo i.d. cards containing any vital statistics requested by the purchaser. These documents are of various qualities and use different formats, but all are well within the affordable range of teenagers. Firms advertise heavily in nationwide publications, and the response of minors has been substantial.

Since the introduction of S. 2043 in the 97th Congress, I have received dozens of supportive letters from State Liquor Commissions, State Liquor Law Enforcement Officers, State Retail Liquor Associations, State Health and Welfare Agencies, as well as State Attorneys General. I would like to take this opportunity to quote from some of this correspondence.

William S. Tassie, Chief of Liquor Law Enforcement for the State of New Hampshire State Liquor Commission writes, "I would like to congratulate you for sponsoring legislation that would make it a crime for a company to issue any identification card to an individual, without first making a determination as to the authenticity of the birthdate statistics provided by the applicant. As chief of liquor law enforcement in New Hampshire, I am continuously being confronted with problems arising from the use of false identification cards. The availability of these false credentials from sources outside the state creates chaos for both retailers who are in the business of selling alcoholic beverages, and for the enforcement officers whose responsibility it is to insure the proper application of liquor laws. New Hampshire law provides a defense for anyone making a sale to an under age person, if they accept as proof of age, 'some official document representing that the person was twenty years of age'. The difficulty stands in the expectation that the store owner or his employees can make the determination as to what is, and what is not, an official document. False, i.d.'s are prepared in a professional manner, and in many instances closely resemble authentic official documents".

Joseph H. Lerner, President of the National Conference of State Liquor Administrators writes, "I fully agree with you that the easy acquisition of false i.d.'s is a contributing factor to alcohol abuse, and that the time has come for action to prevent commercial mail order houses from supplying false i.d.'s. The National Conference of State Liquor Administrators is certainly interested in counteracting fraud in any form which may have a deleterious effect on alcoholic beverage control. I might add that in New Jersey the mere presentation of such an i.d. to which you refer would not be an adequate defense to the sale and service of alcoholic beverages to a minor".

Thomas F. Schweigert, Chairman of the Liquor Control Commission for the State of Michigan writes, "As you pointed out the availability of false identification to persons under the legal drinking age poses serious problems in the enforcement of legal age requirements, and has been found to be a continuing problem in Michigan."

Leslie E. Cole, Supervisor For The Department of Alcoholic Beverage Control in the Commonwealth of Kentucky writes, "We have been trying to regulate, for some years, minors using false identification, some obtained from out of state sources brought about by an ad placed in a national publication. We consider the use of false identification in a serious light and deal with it accordingly. We do have difficulty in dealing with firms from without the state."

Peter S. Ridley, Acting Chairman of the District of Columbia Alcohol Beverage Control Board writes, "It has been noted that this bill imposes fines and/or jail sentences on business firms mailing false identification to a minor without first verifying the individuals age. Often in the District of Columbia, complaints are received that alcoholic beverage control establishments are serving alcoholic beverages and/or employing minors to serve these beverages in violation of the District of Columbia Code. The business people complain that the minors present identification indicating that they are of legal drinking age to be served beverages. We have young people from all over the world visiting this city with their schools and other groups. They visit alcohol beverage control establishments and in some instances, attempts are made to purchase beverages. This legislation will give investigators in this office additional assistance in combating those licensees who are prone to sell spirits, wine and beer to minors."

Robert O. Wesald, Attorney General of the State of North Dakota writes, "I appreciate hearing of your efforts in this area. North Dakota law enforcement officials have reported to me cases where minors have used false drivers licenses and identification cards to gain entrance to liquor establishments. My consumer fraud division has attempted to respond to this problem as best they can. However, in all cases these companies are located elsewhere and operating on a nationwide basis. The efforts of one state simply are insufficient to resolve this problem on a nationwide basis. I believe the legislation you have described appears to be a proper response to this nationwide problem. I applaud your efforts in this area."

Jean A. Hickey, Liquor Commissioner of the State of Vermont writes, "We totally agree with you that the availability of false identification cards is extremely prevalent and very easily come by. The increased number of under age persons our investigators discover in possession of false I.D.'s that are obtained from companies referred to in your letter, indicates to us that the problem has reached epidemic proportions in the State of Vermont. I personally feel that by suppressing the supply of not authenticated identification, it will have a diminishing effect on the incident rate of under-age persons procuring alcoholic beverages."

Charles A. Muzan, Director of Department of Business Regulations in the State of Florida writes, "Approximately 20,000 teenagers are killed annually nationwide because of drunk driving. Alcohol is the number one abused product among our youth today. Putting false I.D.'s out of business could help decrease these grim statistics."

James A. Franklin, Jr., Supervisor of Liquor Control in the State of Missouri writes, "I support your legislation. Regardless of the reasons given by manufacturers for why these I.D.'s are produced, I believe it is clear that they are intended for youngsters and to be used to purchase alcoholic beverages."

The support for the language in S. 2043 and H.R. 6105 continues and in a full array of correspondence, copies of which are included in an appendix attached to the end of my testimony. Please take the time to review these letters as they are very helpful in clarifying the extent of a serious nationwide problem.

S. 2043 and H.R. 6105 provide an effective deterrent to the interstate distribution of commercial false I.D. documents. These measures would control virtually every form of false identification which could be used by a minor to establish a credible false age identity. The language in these bills is drafted so as not to over-extend federal jurisdiction in areas best controlled at the state level. For instance, the walk-in sale of false identification would be left to the control of state and municipal officials who have the manpower and resources to deal with this problem on a local level.

These bills impose blanket coverage on every form of identification bearing birthdate information by requiring out of state vendors to verify an applicant's age before sending their product. Verification would consist of an official communication, in writing, from a state, federal, or local government, or a physician, medical clinic or hospital certifying the birthdate of the applicant or that the applicant is 21 years of age or older. To focus the intent of the legislation on the "I.D. factories", identification documents sent by the federal, state or local governments, physicians, or hospitals are exempt from the verification requirement. Lastly, the bill provides for fines, imprisonment or both.

Congressman Sawyer's bill, H.R. 6105 does incorporate a few technical alterations to which I have no objection as they only serve to further clarify the legislative language. The penalty sections of S. 2043 and H.R. 6105 comprise the only substantial difference between the two bills. S. 2043 would provide for stiff penalties of $5,000, 10 years, or both, while H.R. 6105 would impose lesser penalties of $1,000 or 1 year, or both. In the course of determining appropriate penalties, I would ask the committee to give serious consideration to the type of activities we are attempting to deter here. These activities go beyond the scope of the typical case of fraud. We're dealing with more than a mere paper crime, but rather with the health and lives of thousands of adolescents across the nation. In considering an appropriate criminal fine, consider the following: A large national mail order house that sells 100 I.D.'s any given day, for what I consider to be a cost average of $10 each, would gross $1,000 a day.

In closing, I wish to emphasize the importance of reducing the availability of false identification to minors. Conservative figures indicate that in 1980, 9,803 drivers between the ages of 16 and 19 were involved in fatal motor vehicle accidents; 3,262 had been drinking. I cannot help but wonder how many of those deaths were linked to the use of false identification. It is my sincere hope that this subcommittee will move swiftly, report out S. 2043 favorably, and make one more substantial step forward in the battle against false identification. Thank you.

State of New Hampshire
STATE LIQUOR COMMISSION
Robert J. Hart Building
STORRS STREET
P.O. BOX 503
CONCORD, NH 03301

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CHAIRMAN
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COSTAS S. TENTAS
COMMISSIONER
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LYLE E. HERSOM
COMMISSIONER
(603) 271-3131

February 5, 1982

Gordon J. Humphrey
United States Senator
6205 Dirksen Senate Office
Building
Washington, D.C. 20510

Dear Senator Humphrey:

I would like to congratulate you for sponsoring legislation that would make it a crime for a company to issue an identification card to an individual, without first making a determination as to the authenticity of the birth date statistics provided them by the applicant. As Chief of Liquor Law Enforcement in New Hampshire, I am continuously being confronted with problems arising from the use of false identification cards. The availability of these false credentials from sources outside the state creates chaos for both the retailers who are in the business of selling alcoholic beverages, and for the enforcement officers whose responsibility it is to insure the proper application of liquor laws. New Hampshire law provides a defense for anyone making a sale to an underage person, if they accepted as proof of age, "some official document representing that the person was 20 years of age." The difficulty stems in the expectation that the store owner or his employees can make the determination as to what is, and what is not, an official document. These false ID's are prepared in a professional manner, and in many instances closely resemble authentic official documents.

I have asked the State Attorney General's office over the past years to try and intercede with Federal Authorities to resolve this problem but have not been successful. I do not know whether it would stand consitutional challenges, but my suggestion would be to prohibit identification cards from being mailed across state lines. I thank you for your interest in this matter Senator, and if I might add a personal note, I have no quarrel with your voting record either.

Yours very truly,

William S. Tassie

William S. Tassie
Chief
Liquor Law Enforcement

WST/s

B. Broadwater
Administrator
M. W. (Buddy) Evans
Assistant Administrator

State of Alabama
Alabama Alcoholic Beverage Control Board

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Telephone 832-6186
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Huntsville, Alabama

RECEIVED
SENATOR GORDON J. HUMPHREY
'82 MAR 10 AM 8 25

March 4, 1982

Senator Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

I have received your letter of March 1, 1982, pertaining to Senate Bill 2043. This legislation would contribute to more effective control of the sale of alcohol beverages.

If the Alabama Alcoholic Beverage Control Board can be of assistance in passing Senate Bill 2043, please feel free to call.

Sincerely yours,

Joe B. Broadwater

Joe B. Broadwater
Administrator

JBB:sg

STATE OF VERMONT
DEPARTMENT OF LIQUOR CONTROL
GREEN MOUNTAIN DRIVE
MONTPELIER
05602

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SENATOR GORDON J. HUMPHREY
1982 MAR 11 PM 1:56

March 8, 1982

Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D C 20510

Dear Senator Humphrey:

Your letter directed to our Chairman Parnell C. Kirby has been referred to me for reply.

We totally agree with you that the availability of false identification cards is extremely prevalent and very easily come by. Judging from the increased number of under-aged persons our investigators discover in possession of false IDs that are obtained from such companies referred to in your letter, indicates to us that the problem has reached epidemic proportions in the State of Vermont. I personally feel by suppressing the supply of not-authenticated identification, it will have a diminishing effect on the incident rate of under-aged persons procurring alcoholic beverages.

Thank you for taking the time to apprise us of your introduction of Senate Bill 2043 which concerns itself with a positive attempt to curtail some of the availability of these false identification cards.

Sincerely yours,

Jean A Hickey

JEAN A. HICKEY
Liquor Commissioner

JAH:r

MAILING ADDRESS: STATE OFFICE BUILDING, MONTPELIER 05602

RECEIVED

NATIONAL CONFERENCE OF STATE LIQUOR ADMINISTRATORS

1982 MAR 11 PM 4: 29

JOSEPH H. LERNER
N.C.S.L.A. President
Division of Alcoholic Beverage Control
Newark International Plaza
U.S. Routes 1-9 Southbound
Newark, New Jersey 07114
(201) 648-7050

TERRANCE D. MICEK
N.C.S.L.A. Executive Secretary Treasurer
Nebraska Liquor Control Commission
P.O. Box 95046
Lincoln, Nebraska 68509
(402) 471-2571

March 8, 1982

Senator Gordon J. Humphrey
6205 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator:

This will acknowledge, with thanks, your very thoughtful letter concerning your introduction of Senate bill 2043 which would impose fines and/or jail sentences on business firms which mail false ID's to minors without first verifying the individual's age.

Your bill would further assess a maximum penalty of $5,000, ten year jail sentence, or both, on commercial suppliers who provide such false ID documents to minors through the mail.

I fully agree with you that the easy acquisition of false ID's is a contributing factor to alcohol abuse, and that the time has come, for action to prevent commercial mail order houses from supplying false ID's. The National Conference of State Liquor Administrators is certainly interested in counteracting fraud in any form which may have a deleterious effect on alcoholic beverage control. I might add that in New Jersey the mere presentation of such an ID to which you refer would not be an adequate defense to the sale and service of alcoholic beverages to a minor.

In order to have such adequate defense, the licensee must establish that the minor (a) made a representation in writing at the time of the said sale that he or she was of statutory age; (b) that the licensee or his agent relied upon such written representation; and (c) that the minor appeared to be 19 years of age or older.

I want to thank you for taking the time to write to me, and for your efforts in the promotion of sound alcoholic beverage control.

Sincerely yours,

Joseph Lerner

Joseph H. Lerner

JHL:thg
cc: Terrance D. Micek, Secretary-Treasurer
Charles A. Nuzum, Chairman of the Board

My warm regards
Joe

STATE OF COLORADO

DEPARTMENT OF REVENUE
State Capitol Annex
1375 Sherman Street
Denver, Colorado 80261

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 12 PM 5:19

March 9, 1982

Room #628
Liquor Enforcement Division
Phone: (303) 866-3744

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

I was very pleased to receive your letter of March 1, 1982 regarding S.B. 2043 mailing false IDs to minors.

As the Chief of the Colorado State Liquor Enforcement Division, I am very concerned about the prevalent use of false IDs by minors to purchase liquor illegally in Colorado.

Our enforcement officers teach an I.D. program to Colorado liquor retailers and emphatically describe the professional false IDs that are readily available from mail order houses. (Attached are some examples).

By using the false IDs to buy liquor, the minor is not only violating the Colorado Liquor Code but jeopardizes a legitimate place of business as well.

As an officer of the National Conference of State Liquor Administrators, I will share your letter with the executive committee and ask for the organization's endorsement of S.B. 2043.

Sincerely,

Marvin D. Eller
Chief
Liquor Division

MDE:lh

Att.
cc: Senator Gary Hart
Senator William Armstrong

MILLER S. INGRAM
CHAIRMAN

KENNETH E. ALLEN
SALLIE J. SCOTT
COMMISSIONERS

NICHOLAS P. SIPE
EXECUTIVE DIRECTOR

The State of South Carolina
Alcoholic Beverage Control Commission

EDGAR BROWN OFFICE BUILDING
1205 PENDLETON STREET
COLUMBIA, S. C. 29201
TELEPHONE 803-758-2165

March 9, 1982

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 15 PM 3:36

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Humphrey:

The South Carolina Alcoholic Beverage Control Commission shares your concern about false identification cards and agrees that it is a problem that can only be properly attacked by the federal government.

The Commission supports the passage of S.2043.

Sincerely,

Miller S. Ingram

Miller S. Ingram
Chairman

MSI:jkc

DEPARTMENT OF FINANCE
CITY AND COUNTY OF HONOLULU
LIQUOR COMMISSION
650 SOUTH KING STREET, 6TH FLOOR
HONOLULU, HAWAII 96813

EILEEN R. ANDERSON
MAYOR

PETER D. LEONG
DIRECTOR OF FINANCE

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 15 PM 3:44

March 10, 1982

Honorable Gordon J. Humphrey
Senator
United States Senate
6205 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Humphrey:

Thank you for the opportunity to comment on Senate bill 2043, which you have recently introduced with a view to restricting the availability of false identification cards to minors.

After receiving your letter, I made a brief inquiry of some of our more prominent night spots and asked about the extent of the false ID card problem. The majority of those with whom I spoke acknowledged the existence of the "OFFICIAL IDENTIFICATION CARD." They also stated that they do not honor these cards because of our enforcement policies. Our position is that any identification card presented must be from a valid agency and not of questionable source.

My personal opinion is that the false identification is more frequently presented at package stores than at disco or night club operations. Exposure time at the package store for both the minor purchaser and the not too particular seller is limited. It is from such purchases that the minors secure much of their liquor.

The statistics you offer from the 1978 survey are probably on the conservative side and do not begin to express the depth of the problem of drinking among the youth of the United States. Surely, it cannot be argued that the action proposed by S.2043 would not be a step in the right direction. Any action that will assist in the control of this problem merits consideration.

I heartily support you in your efforts to bring an additional measure of control to the problem of use of alcohol by those who are under age. S.2043 would, if it were to become law, provide one more difficulty for the underage would-be drinker. I cannot conceive of how the bill would offend or offer a problem to any legitimate business.

Respectfully yours,

Eugene T. Carson
EUGENE T. CARSON
Liquor Control Administrator

ETC:cd

STATE OF NEW YORK
DIVISION OF SUBSTANCE ABUSE SERVICES
Office of Alcoholism and Substance Abuse
EXECUTIVE PARK SOUTH
ALBANY, NEW YORK 12203

LIO A. MARTINEZ
Director

LYNN M. SITRIN
Deputy Director for Prevention

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 12 PM 12:48

March 10, 1982

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

I was pleased to receive your letter concerning your introduction of Senate bill 2043 which is directed at controlling the issuance of false ID's to young people.

Substance abuse, including alcohol and other drugs, among teenagers is an extremely serious problem in today's society and the reason for our concerted efforts in prevention in New York State. We are always interested in hearing about efforts directed at the prevention of this problem among our young people.

Please contact me if I can be of any assistance in any matter concerning the prevention of substance abuse among our youth.

Sincerely,

J. Neil Hook
Assistant Director
for Prevention Services

VICTOR ATIYEH
GOVERNOR

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 15 PM 1:30

Oregon Liquor Control Commission

9079 S.E. McLOUGHLIN BLVD., PORTLAND, OREGON
(MAILING ADDRESS: P.O. BOX 22297, Portland, Oregon 97222)

March 10, 1982

Mr. Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Mr. Humphrey:

Your March 1, 1982 letter directed to Mr. Chandler, who served as the Chairman of the Commission until July 1980, has been forwarded to me for response.

We are appreciative of your effort to introduce a bill that is designed to combat the growing abuse of fraudulent identification within the United States. The mail order type of identification, mentioned in your letter, which is available to minors, is a constant problem within our state. Your proposal, recommending imposing criminal sanctions on business firms involved in mailing false identification to minors, is a step in the right direction.

I would be interested in obtaining a copy of your proposed bill to share with my staff. If I can be of further assistance in this matter, please do not hesitate to contact me.

Thank you for your interest and effort,

R.B. Evans, Sr.

R.B. Evans, Sr.
Enforcement Director

RBE:jb

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

Department of Business Regulation
LIQUOR CONTROL ADMINISTRATION
100 North Main Street
Providence, R.I. 02903

RECEIVED
SENATOR GORDON J. HUM.
1982 MAR 12 PM 5:12

March 10, 1982

The Honorable Gordon J. Humphrey
The United States Senate
6205 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator Humphrey:

I am in receipt of your March 1, 1982, correspondence regarding your recently introduced Senate bill 2043, which imposes fines and/or jail sentences on business firms that mail false identifications to a minor without first verifying the individual's age.

This Department is in favor of such legislation and commends you for pursuing a matter of importance to the Liquor Control Administration.

Very truly yours,

Louis H. Pastore, Jr.
Liquor Control Administrator

LHP/ang

STATE OF CONNECTICUT
DEPARTMENT OF LIQUOR CONTROL

March 11, 1982

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 17 PM 12:47

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D. C. 20510

RE: S. 2043

Dear Senator Humphrey,

The problem of falsified ID's is a major one in the State of Connecticut, that allows minors to illegally purchase and consumer alcoholic beverages.

I have not read your new proposed Bill S. 2043, but I would support the concept of it as you have outlined in your letter of March 1, 1982.

Thank you for advising me of your effort.

Very truly yours,

JOHN F. HEALY, CHAIRMAN

JFH:efl

LIQUOR CONTROL DIVISION
480 CEDAR STREET
ST. PAUL, MN. 55101
(612) 296-6159

STATE OF MINNESOTA
DEPARTMENT OF PUBLIC SAFETY
SAINT PAUL 55155

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 17 PM 12:18

March 11, 1982

The Honorable Gordon J. Humphrey, USS
United States Senate
6205 Dirksen Senate Office Building
Washington, DC 20510

Dear Senator Humphrey:

Congratulations on your sponsorship of S. 2043. I heartily applaud your effort and hopefully look forward to your success.

We have long been concerned with false identification coming into Minnesota from other states. Now it appears that there is an escalation as well as sophistication of these practices.

It is a problem not only for law enforcement but also for the beer and liquor industry who has to make decisions on who to sell to and who not to. The use of false identification can be very costly to the industry both in terms of civil litigation as well as criminal penalties.

The alcohol abuse problem evidenced by our youngsters today is in part due to those unscrupulous vendors who profit by the decemination of false identification cards for the purpose of purchasing alcohol illegally.

My best wishes go out to you and the success of your bill, this type of problem can only be corrected at the Federal level.

Yours truly,

JOSEPH V. NOVAK, DIRECTOR
LIQUOR CONTROL DIVISION

BY Walter Perlt
Walter E. Perlt
Chief of Enforcement

WEP:dw

STATE OF FLORIDA
DEPARTMENT OF BUSINESS REGULATION
THE JOHNS BUILDING
725 SOUTH BRONOUGH STREET
TALLAHASSEE, FLORIDA 32301

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 18 AM 11:41

3ob Graham, Governor
Gary R. Rutledge, Secretary

Charles A. Nuzum, Director
Division of Alcoholic
Beverages and Tobacco

March 15, 1982

Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Humphrey:

The information contained in your letter dated March 1, 1982 is highly reflective of the problems associated with the use of false identification cards among minors. The easy acquisition of false ID's is certainly a contributing factor to alcohol use and abuse among our young people today. We have found while investigating cases involving sale of alcoholic beverages to minors, a high percentage of these cases minors were in possession of false ID cards.

Approximately 20,000 teenagers are killed annually nationwide because of drunk driving. Alcohol is the number one abused product among our youth today. Putting false ID companies out of business could help decrease these grim statistics.

Another area in which this type of legislation could be helpful, involves the "free birth certificate" advertised in many instances by these illicit operators. Many of the companies that are in the false identification business provide the buyer with a free blank birth certificate. For example, the buyer could use his "new birth certificate" to obtain a driver's license from that state.

When one of the ID companies is closed down in one state, they simply move to an adjoining state and resume their lucrative business. Federal assistance is needed in this situation and we wholeheartedly support your legislation to put false identification card companies out of business.

Sincerely yours,

Charles A. Nuzum
Director

CAN/ls

Encl.

Office of the Secretary
Division of Hotels & Restaurants
Division of Alcoholic Beverages & Tobacco
Division of Florida Land Sales & Condominiums

Division of Pari-Mutuel Wagering
1350 N.W. 12th Avenue, Room 332
Miami, Florida 33136

STATE OF MICHIGAN
WILLIAM G. MILLIKEN, GOVERNOR
LIQUOR CONTROL COMMISSION
LANSING

OFFICE OF THE
CHAIRMAN

March 17, 1982

Honorable Gordon J. Humphrey
United States Senator
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

Thank you for your recent letter requesting our comments concerning Senate Bill 2043.

As you pointed out, the availability of false identification to persons under the legal drinking age poses serious problems in the enforcement of legal age requirements, and has been found to be a continuing problem in Michigan. Also, any practice which contributes to alcohol abuse is of serious concern to us.

Therefore, although we have not seen a copy of Senate Bill 2043, on behalf of myself and the other members of the Commission, we wish to advise you that we are supportive of your efforts to address the problem of the ease with which false identification may be obtained and are hopeful that such legislation is enacted.

Again, thank you for writing as we are appreciative of your efforts and interest in this problem.

Sincerely,

Thomas F. Schweigert
Chairman

State of Ohio
Department of Liquor Control
[illegible]
[illegible]

James A. Rhodes, Governor
Clifford E. Reich, Director

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 MAR 29 PM 1:29

March 17, 1982

THE HONORABLE GORDON J. HUMPHREY
United States Senate
Washington, D. C. 20510

Dear Senator Humphrey:

Thank you for your letter of March 1, 1982, concerning your introduction of Senate Bill 2043 which would make it a crime to mail false identification to a minor without first verifying the individual's age. We are indeed concerned about the problem of alcohol abuse by underage persons and the illicit role that false I.D.'s can play.

You may be interested to know that HB-743 was introduced in the Ohio House of Representatives with essentially the same goal in mind. A copy of the bill is enclosed for your information. Unfortunately, no hearings have been held; and it appears the bill is dead. In any event, legislation at the federal level would be much more effective in attacking a nationwide problem.

Under present Ohio law, it is a misdemeanor for anyone to use the state seal without the permission of the Governor's office; and we have used this law in a couple of situations to prohibit the continued sale of fictitious I.D.'s which used the seal. Present law is certainly inadequate, and we certainly support your proposal.

Please let us know if we can be of any assistance.

Respectfully,

Clifford E. Reich

CLIFFORD E. REICH
Director

CER/mjc

Enclosure

COLORADO LIQUOR RETAILERS ASSOCIATION
2124 SO. BIRCH STREET • DENVER, COLORADO 80222 • 303/692-9765

March 18, 1982

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey,

The use of false identification has always been a problem for liquor retailers for many reasons. First, minors feel they have been given a license to use and abuse beverage alcohol. Second, our businesses are in jeopardy.

Many of the fradulent identification cards, purchased through the mail bearing false statements of age, are more offical looking then the identification issued by the State. This is very confusing to new employees, no matter what training they have been given, and in poorly lighted lounges.

As retailers we are also concerned for the children in our lives. Age limits have been set to protect the child itself. Minors are not physically or emotionally mature enough to use our product in a responsible way.

We, of Colorado Liquor Retailers Association, fully support Senate Bill 2043, that will impose fines and/or jail sentences on business firms which mail false identification to a minor without first verifying the individuals age.

As a member of both National Liquor Stores Association and National Licensed Beverage Association, we will urge the endorsement of Senate Bill 2043 by our national associations and the state associations affiliated with them.

Sincerely,

Sonje Linn, Executive Secretary

c.c.

Senator Gary Hart
Senator William Armstrong
Marvin D. Eller
National Licensed Beverage Association
National Liquor Stores Association
Robert L. McIntyre
Vada Ruffatti
Nick Frangos

Government of the District of Columbia
ALCOHOLIC BEVERAGE CONTROL BOARD

ADDRESS REPLY TO
ALCOHOLIC BEVERAGE CONTROL BOARD
EAST POTOMAC BUILDING
SUITE 200 LOWER LEVEL
605 G STREET, N.W.
WASHINGTON, D.C. 20001

MAR 18 1982

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

Thank you for your recent letter informing us that you had recently introduced Senate Bill 2043.

It has been noted that this bill imposes fines and/or jail sentences on business firms mailing false identification to a minor without first verifying the individual's age. Often in the District of Columbia, complaints are received that Alcoholic Beverage Control establishments are serving alcoholic beverages and/or employing minors to serve these beverages in violation of the District of Columbia Code. The business people complain that the minors present identification indicating that they are of legal drinking age to be served beverages. We have young people from all over the world visiting this city with their schools and other groups. They visit Alcoholic Beverage Control establishments and in some instances, attempts are made to purchase beverages.

This legislation will give Investigators in this office additional assistance in combating those licensees who are prone to sell spirits, wine and beer to minors.

If I can be of any assistance, please feel free to contact me anytime on (202) 727-3508.

Very truly yours,

PETER S. RIDLEY
Acting Chairman

STATE OF NORTH DAKOTA
Robert O. Wefald
Attorney General
State Capitol
Bismarck, North Dakota 58505

701-224-2210

March 18, 1982

The Honorable Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

Thank you for your letter of March 1, 1982 concerning your proposed legislation dealing with those firms which produce false identification to minors without verifying the minor's age.

I appreciate hearing of your efforts in this area. North Dakota law enforcement officials have reported to me cases where minors have used false driver's licenses and identification cards to gain entrance to liquor establishments. My Consumer Fraud Division has attempted to respond to this problem as best it can. However, in all cases these companies are located elsewhere and are operating on a nationwide basis. The efforts of one state simply are insufficient to resolve this problem on a nationwide basis.

I believe the legislation you have described appears to be a proper response to this nationwide problem. I applaud your efforts in this area.

Sincerely,

Robert O. Wefald

jb

cc: Senator Mark Andrews
Senator Quentin Burdick

John Y. Brown, Jr.
Governor

Edward A. Farris
Distilled Spirits Administrator

John W. Crimmins
Malt Beverage Administrator

COMMONWEALTH OF KENTUCKY
DEPARTMENT OF ALCOHOLIC BEVERAGE CONTROL
123 WALNUT STREET
FRANKFORT
40601

Richard H. Lewis
Commissioner-Chairman

Bonnie H. Hall
Secretary A. B. C. Board

Porter Collier
Field Director

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 APR -1 AM 9 56

March 30, 1982

Honorable Gordon Humphrey
United States Senator
6025 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Humphrey:

Commissioner Richard H. Lewis has referred your communication to me for reply.

We have been trying to regulate, for several years, minors using false identifications, some obtained from out of state sources brought about by an ad placed in a national publication. We consider the use of false identification in a serious light and deal with it accordingly. We do have difficulty in dealing with firms from without the state that do business in our state.

I call your attention to a program that we initiated in 1980, operation "GRAB", which met with great success. Operation "GRAB" was a cooperative effort on the part of ABC officials and liquor dealers alike in Fayette and Jefferson Counties aimed at catching minors buying alcoholic beverages and stopping adults from buying liquor for minors. This operation met with great success. We now use operation "GRAB" on a regular basis in our enforcement program and find that we have only hit the tip of the iceburg.

We would deeply appreciate any assistance we can get through legislation. Please register our assistance and full cooperation on this matter.

Respectfully yours,

Leslie E. Cole, Supervisor
Eastern District of Kentucky

LEC/rd

Christopher S. Bond
Governor

Edward D. Daniel
Director

Adjutant General of Missouri
Division of Highway Safety
Division of Liquor Control
Division of Water Safety
Missouri State Highway Patrol
State Fire Marshal
Peace Officer Standards and Training

STATE OF MISSOURI
DEPARTMENT OF PUBLIC SAFETY

DIVISION OF LIQUOR CONTROL
JAMES A. FRANKLIN, JR., SUPERVISOR
P.O. Box 837
Jefferson City, Missouri 65102
Telephone 314-751-2333

RECEIVED
SENATOR GORDON J. HUMPHREY
1982 APR 22 AM 11:21

April 19, 1982

Senator Gordon J. Humphrey
United States Senate
6205 Dirksen Senate Office Building
Washington D. C. 20510

Dear Senator Humphrey:

The problem of minors and alcohol is of concern to members of the beverage alcohol industry as well as those of us in government.

I support your legislation. Regardless of the reasons given by manufacturers for why these I.D.'s are produced, I believe it is clear that they are intended for youngsters and to be used to purchase alcoholic beverages.

Very truly yours,

James A. Franklin, Jr.
Supervisor of Liquor Control

JAF:js

PREPARED STATEMENT OF PETER S. RIDLEY

Mr. Chairperson, Members of the Committee, I am pleased to provide testimony before you this morning to present my views and a Resolution by the National Conference of State Liquor Administrators on S.2043, which provides criminal penalties for the mailing of identification documents bearing a false birthdate.

Mr. Chairman, the National Conference of State Liquor Administrators and I support the enactment of S.2043. Often in the District of Columbia, as in other jurisdictions complaints are received that Alcoholic Beverage Control Establishments are serving alcoholic beverages to minors or employing minors to serve these beverages in violation of the Alcoholic Beverage Control Laws and Regulations. Owners of alcoholic beverage control establishments complain that minors present identification indicating that they are of legal age to serve or to be served alcoholic beverages. Also, we have young people from all over the world visiting the Nation's Capital and in some instances they attempt to purchase alcoholic beverages by providing false identification.

Accordingly, I and the National Conference of State Liquor Administrators encourage you to enact S.2043. In doing so you will not only be holding the providers of identification cards accountable for the information on the card but you will also be assisting us in improving the regulation of alcoholic beverages.

Thank You

Enclosure.

National Conference of State Liquor Administrators

RESOLUTION NO. 12

WHEREAS, the National Conference of State Liquor Administrators has determined that sales of beverage alcohol products to persons under the legal drinking age of various states is a serious problem, and

WHEREAS, the members of the National Conference of State Liquor Administrators find many under age persons carrying fraudulent and false identification, and

WHEREAS, the members of the National Conference of State Liquor Administrators has determined that such false identifications are easily obtainable through the United States Mail and other sources;

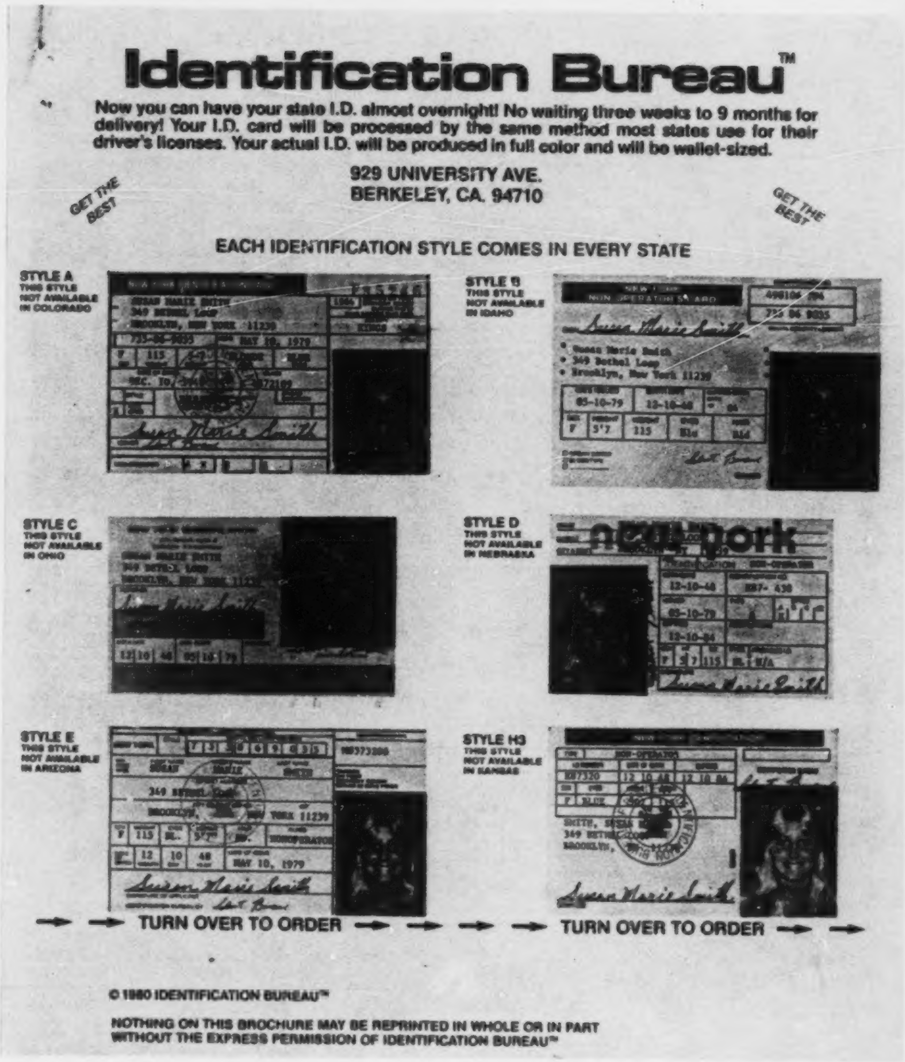
NOW, THEREFORE, BE IT RESOLVED BY THIS NATIONAL CONFERENCE OF STATE LIQUOR ADMINISTRATORS: That the National Conference of State Liquor Administrators furnish full support to passage of Senate Bill 2043 now pending before the Congress of the United States.

Done in Scottsdale, Arizona, this
the 10th day of June, 1982.

Edwin R Vaughn
EDWIN R. VAUGHN
CHAIRMAN, RESOLUTIONS COMMITTEE

JOHN P. LARKIN, MEMBER
EUGENE T. CARSON, MEMBER
HERBERT J. DUIS, MEMBER

ATTEST: Terrance D Micek
TERRANCE D. MICEK
EXECUTIVE SECRETARY-TREASURER



Identification Bureau™

Now you can have your state I.D. almost overnight! No waiting three weeks to 9 months for delivery! Your I.D. card will be processed by the same method most states use for their driver's licenses. Your actual I.D. will be produced in full color and will be wallet-sized.

929 UNIVERSITY AVE.
BERKELEY, CA. 94710

GET THE BEST

GET THE BEST

EACH IDENTIFICATION STYLE COMES IN EVERY STATE

STYLE A
THIS STYLE NOT AVAILABLE IN COLORADO

STYLE B
THIS STYLE NOT AVAILABLE IN IDAHO

STYLE C
THIS STYLE NOT AVAILABLE IN OHIO

STYLE D
THIS STYLE NOT AVAILABLE IN NEBRASKA

STYLE E
THIS STYLE NOT AVAILABLE IN ARIZONA

STYLE H3
THIS STYLE NOT AVAILABLE IN KANSAS

→ → TURN OVER TO ORDER → → → → TURN OVER TO ORDER → →

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GET THE BEST Identification Bureau™

929 UNIVERSITY AVE.
BERKELEY, CA. 94710

IDENTIFICATION BUREAU OFFERS YOU:

- ★ BEAUTIFUL COLOR
- ★ TAMPER PROOF IDENTIFICATION
- ★ IDENTIFICATION CARDS WHICH HAVE YOUR PHOTOGRAPH IMPOSED ON THE CARD
- ★ THE FASTEST SERVICE YOU CAN GET!!!
- ★ YOUR I.D. CARD WILL BE SENT WITHIN HOURS AFTER INFORMATION IS RECEIVED

IMPORTANT: FOR BEST RESULTS SEND US A PASSPORT OR YEARBOOK PHOTO. THE PHOTO SIZE SHOULD BE NO SMALLER THAN 1½"x1½" AND NO LARGER THAN 2½"x2½." THE CLEARER THE PHOTO THE BETTER YOUR IDENTIFICATION CARD WILL LOOK!!

TO ORDER YOUR FULL COLOR IDENTIFICATION CARD FILL OUT ORDER FORM BELOW.

CIRCLE DESIRED STYLE A, B, C, D, E, H3
THE FOLLOWING INFORMATION WILL APPEAR ON YOUR CARD. PLEASE PRINT CAREFULLY!

Name ____________________
Address ____________________
City __________ State __________ Zip __________
Sex ______ Height __________ Weight __________
Hair ______ Eyes ______ Date of Birth __________
Social Security Number ____________________

I CERTIFY THAT THE ABOVE INFORMATION IS CORRECT. I H

FEB 26 1982

(Sign Inside Box. Do Not Touch Box With Signature.)

SEND I.D. TO:

Name ____________________
Address ____________________
City __________ State __________ Zip __________

Please send __________ more order forms.

Send one photo per I.D. Write the name on the back of the photo. Color pictures are preferred, but black and white pictures are okay.

I.D. cards are $13.00 each when ordered individually and $10.00 for each additional I.D. ordered at the same time.

ORDERS PAID BY PERSONAL CHECK ARE MAILED 30 DAYS AFTER RECEIPT OF APPLICATION

Dear I.D. Bureau: Please send my I.D. within 12 hours of receiving this information. Enclosed is $ __________ for ______ I.D. cards.

WE RESERVE THE RIGHT TO REFUSE SERVICE TO ANYONE
ALL OUR CARDS ARE COPYRIGHTED

CIRCLE DESIRED STYLE A, B, C, D, E, H3
THE FOLLOWING INFORMATION WILL APPEAR ON YOUR CARD. PLEASE PRINT CAREFULLY!

Name ____________________
Address ____________________
City __________ State __________ Zip __________
Sex ______ Height __________ Weight __________
Hair ______ Eyes ______ Date of Birth __________
Social Security Number ____________________

I CERTIFY THAT THE ABOVE INFORMATION IS CORRECT. I H

FEB 26 1982

(Sign Inside Box. Do Not Touch Box With Signature.)

SEND I.D. TO:

Name ____________________
Address ____________________
City __________ State __________ Zip __________

Please send __________ more order forms.

Send one photo per I.D. Write the name on the back of the photo. Color pictures are preferred, but black and white pictures are okay.

I.D. cards are $13.00 each when ordered individually and $10.00 for each additional I.D. ordered at the same time.

ORDERS PAID BY PERSONAL CHECK ARE MAILED 30 DAYS AFTER RECEIPT OF APPLICATION

Dear I.D. Bureau: Please send my I.D. within 12 hours of receiving this information. Enclosed is $ __________ for ______ I.D. cards.

WE RESERVE THE RIGHT TO REFUSE SERVICE TO ANYONE
ALL OUR CARDS ARE COPYRIGHTED

INTRODUCING
• IN FULL COLOR

NEW IMPROVED DESIGN

THE EDEN ID

NOT PHONY

The **EDEN ID** is *not* a phony "State ID" card. Cards that pretend to be state-issued are false on their face. A phony "State ID" invites embarrassing hassles and questions you may not want to answer.

INDIVIDUALIZED

The **EDEN ID** is *your* ID! It represents your own personal ID information, and nothing more. It is totally personal. It's YOU!

QUALITY

The **EDEN ID** is made with the same Polaroid® process used by most states for their actual drivers licenses. The result is genuine quality.

IMPRESSIVE and RELIABLE

The **EDEN ID** displays a professional image of reliability you want — and expect — from your personal ID. The overall design of the **EDEN ID** is *impressive!*

SECURITY

The **EDEN ID** is a "one-piece" ID. No unsightly "glued-on" photos! The finished card is smooth and flat, permanently sealed in tough, clear plastic.

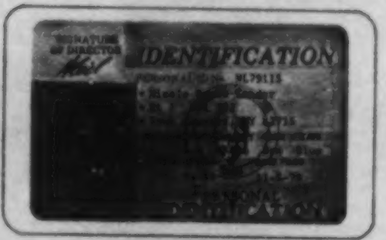
GUARANTEED

The **EDEN ID** carries a unique "Personal ID Number" keyed to your purchase record should you ever need to contact us regarding your card. The **EDEN ID** is guaranteed to your complete satisfaction.

FULL LEGAL COMPLIANCE

Finally, and most important, the **EDEN ID** is produced in full compliance with a recent California Superior Court decision and new laws effective January 1, 1980. The **EDEN ID** is *legal to possess*. For your added protection we put this statement on the back of every **EDEN ID**.

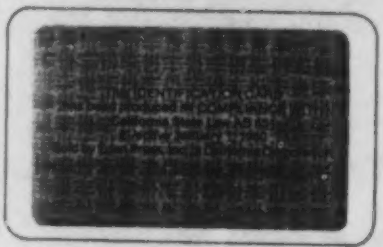
at last . . .
The personal ID card
you've always wanted!



FULL SIZE SAMPLE

ONLY
$6.00
DIRECT BY MAIL
SPECIAL –
LIMITED TIME OFFER
PURCHASE 2 OR MORE
FOR ONLY
$5.00
PER CARD

Order with your Friends!



BACK OF EDEN ID

HANDY ORDER FORMS ON BACK →

HOW TO ORDER

EXCLUSIVE EDEN ID CARDS • ENGRAVED SOCIAL SECURITY CARDS

1. Fill out one application for each card (Prices: $6 per single card; two or more cards, $5 each.)
2. Send us one photo per customer. Additional cards can be made with the same photo should you wish us to make duplicate cards.
3. Write the name on the back of each photo to make sure it is used for the correct card. Please do *not* trim your photo!
4. Color photos are best, but black-and-white (photo booth type) work fine, too.
5. Fill out the ORDER BLANK below, and mail to EDEN PRESS, Box 8410, Fountain Valley, CA 92708

For best results, we would like your photo to be about ← this size. Your face should not be larger than the outside dotted lines, or smaller than the inside dotted lines.

DO NOT TRIM PHOTOS

PLEASE PRINT

APPLICATIONS

NAME ______
ADDRESS ______
CITY ______ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ______ EYES ______ BIRTHDATE ______

NAME ______
ADDRESS ______
CITY ______ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ______ EYES ______ BIRTHDATE ______

NAME ______
ADDRESS ______
CITY ______ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ______ EYES ______ BIRTHDATE ______

NAME ______
ADDRESS ______
CITY ______ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ______ EYES ______ BIRTHDATE ______

NAME ______
ADDRESS ______
CITY ______ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ______ EYES ______ BIRTHDATE ______

NAME ______
ADDRESS ______
CITY ______ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ______ EYES ______ BIRTHDATE ______

U.S. SOCIAL SECURITY
825-56-2477
ACCOUNT NUMBER
LESLIE ANN MILLER
NAME

Now carry this solid "reminder" of your Social Security number . . . Your name and number permanently engraved!

STURDY ALUMINUM SOCIAL SECURITY CARDS

ONLY $2 EACH

APPLICATIONS

Name ______ Name ______
S.S. No ______ S.S. No ______
Name ______ Name ______
S.S. No ______ S.S. No ______
Name ______ Name ______
S.S. No ______ S.S. No ______

ORDER BLANK

Dear Eden Press,

Enclosed find $ ______ for ______ EDEN ID card(s). (Single card $6. Two or more, $5 each.)

$ ______ for ______ engraved Social Security card(s) at $2 each

Calif. residents please add 6% sales tax to order total

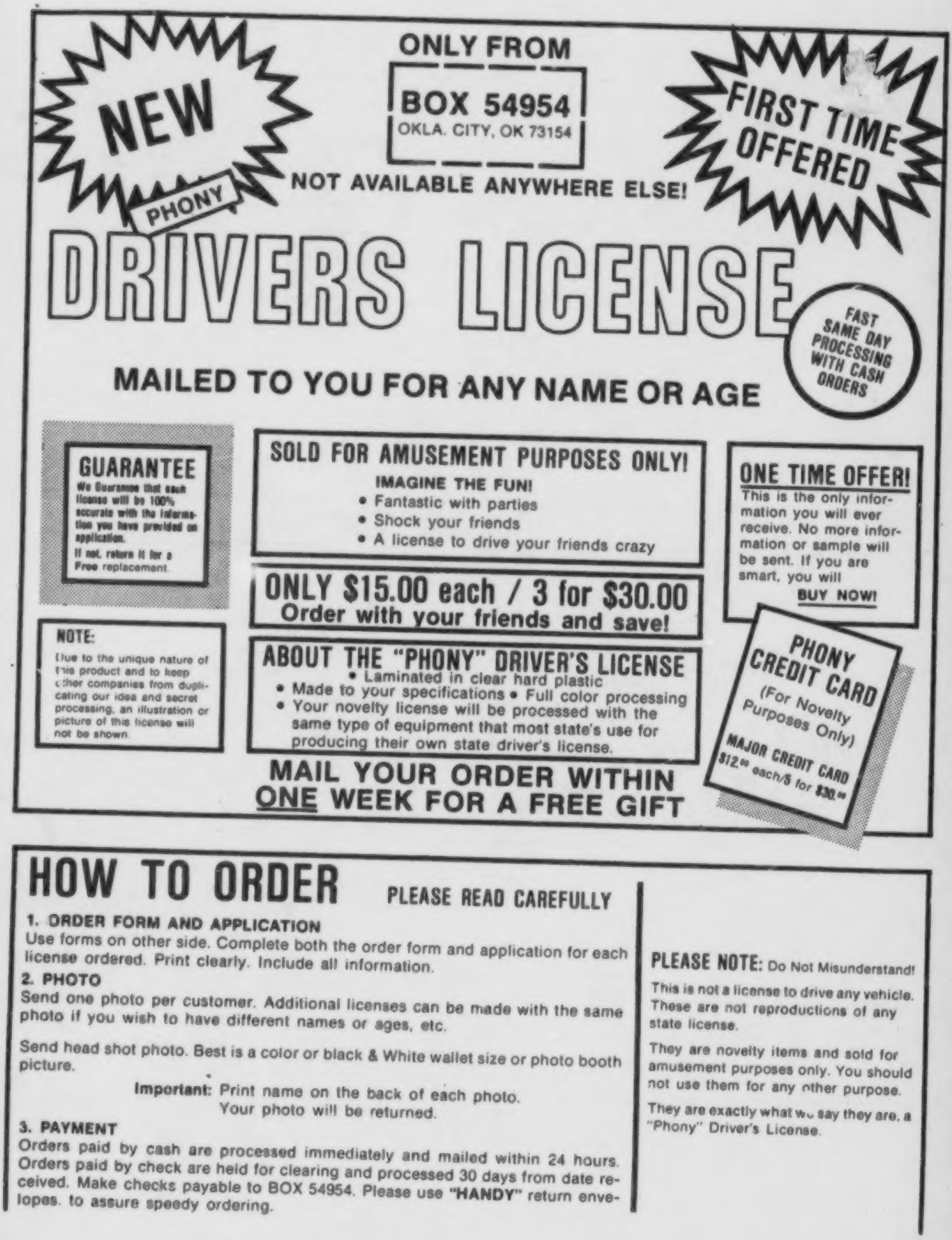
SEND TO:

NAME ______ ADDRESS ______

CITY ______ STATE ______ ZIP ______

All orders paid by cash or money order are processed and mailed within 24 hours. Orders by check are held 2-3 weeks for clearing

MAILING ADDRESS: EDEN PRESS • P.O. Box 8410 • Fountain Valley, CA 92708



NEW

PHONY

ONLY FROM

BOX 54954
OKLA. CITY, OK 73154

NOT AVAILABLE ANYWHERE ELSE!

FIRST TIME OFFERED

DRIVERS LICENSE

FAST SAME DAY PROCESSING WITH CASH ORDERS

MAILED TO YOU FOR ANY NAME OR AGE

GUARANTEE
We Guarantee that each license will be 100% accurate with the information you have provided on application.
If not, return it for a Free replacement.

NOTE:
Due to the unique nature of this product and to keep other companies from duplicating our idea and secret processing, an illustration or picture of this license will not be shown.

SOLD FOR AMUSEMENT PURPOSES ONLY!

IMAGINE THE FUN!

- Fantastic with parties
- Shock your friends
- A license to drive your friends crazy

ONLY $15.00 each / 3 for $30.00
Order with your friends and save!

ABOUT THE "PHONY" DRIVER'S LICENSE

- Laminated in clear hard plastic
- Made to your specifications • Full color processing
- Your novelty license will be processed with the same type of equipment that most state's use for producing their own state driver's license.

ONE TIME OFFER!
This is the only information you will ever receive. No more information or sample will be sent. If you are smart, you will
BUY NOW!

PHONY CREDIT CARD
(For Novelty Purposes Only)
MAJOR CREDIT CARD
$12.00 each/5 for $30.00

MAIL YOUR ORDER WITHIN ONE WEEK FOR A FREE GIFT

HOW TO ORDER

PLEASE READ CAREFULLY

1. ORDER FORM AND APPLICATION
Use forms on other side. Complete both the order form and application for each license ordered. Print clearly. Include all information.

2. PHOTO
Send one photo per customer. Additional licenses can be made with the same photo if you wish to have different names or ages, etc.

Send head shot photo. Best is a color or black & White wallet size or photo booth picture.

Important: Print name on the back of each photo.
Your photo will be returned.

3. PAYMENT
Orders paid by cash are processed immediately and mailed within 24 hours. Orders paid by check are held for clearing and processed 30 days from date received. Make checks payable to BOX 54954. Please use **"HANDY"** return envelopes. to assure speedy ordering.

PLEASE NOTE: Do Not Misunderstand!

This is not a license to drive any vehicle. These are not reproductions of any state license.

They are novelty items and sold for amusement purposes only. You should not use them for any other purpose.

They are exactly what we say they are, a "Phony" Driver's License.

BOX 54954
Okla. City, OK 73154

SOLD FOR AMUSEMENT PURPOSES ONLY
OFFER VOID WHERE PROHIBITED

ORDER FORM

SEE 'HOW TO ORDER' ON OTHER SIDE
PLEASE PRINT CLEARLY

ENCLOSED IS $__________ FOR ______ LICENSE(s)

PLEASE RUSH THIS ORDER TO:

NAME ______________________________

ADDRESS ______________________________

CITY __________ STATE __________ ZIP __________

(FOR FASTEST DELIVERY PLEASE PAY BY CASH

APPLICATION

THIS INFORMATION WILL APPEAR ON LICENSE
PLEASE PRINT CLEARLY

NAME ______________________________

ADDRESS ______________________________

CITY __________ STATE __________ ZIP __________

SEX __________ HEIGHT __________ WEIGHT __________

EYES ______ DATE OF BIRTH __________

Signature
X

DETACH HERE

BOX 54954
Okla. City, OK 73154

SOLD FOR AMUSEMENT PURPOSES ONLY
OFFER VOID WHERE PROHIBITED

ORDER FORM

SEE 'HOW TO ORDER' ON OTHER SIDE
PLEASE PRINT CLEARLY

ENCLOSED IS $__________ FOR ______ LICENSE(s)

PLEASE RUSH THIS ORDER TO:

AME ______________________________

ADDRESS ______________________________

CITY __________ STATE __________ ZIP __________

(FOR FASTEST DELIVERY PLEASE PAY BY CASH

APPLICATION

THIS INFORMATION WILL APPEAR ON LICENSE
PLEASE PRINT CLEARLY

NAME ______________________________

ADDRESS ______________________________

CITY __________ STATE __________ ZIP __________

SEX __________ HEIGHT __________ WEIGHT __________

EYES ______ DATE OF BIRTH __________

Signature
X

DETACH HERE

BOX 54954
Okla. City, OK 73154

SOLD FOR AMUSEMENT PURPOSES ONLY
OFFER VOID WHERE PROHIBITED

ORDER FORM

SEE 'HOW TO ORDER' ON OTHER SIDE
PLEASE PRINT CLEARLY

ENCLOSED IS $__________ FOR ______ LICENSE(s)

PLEASE RUSH THIS ORDER TO:

NAME ______________________________

ADDRESS ______________________________

CITY __________ STATE __________ ZIP __________

(FOR FASTEST DELIVERY PLEASE PAY BY CASH

APPLICATION

THIS INFORMATION WILL APPEAR ON LICENSE
PLEASE PRINT CLEARLY

NAME ______________________________

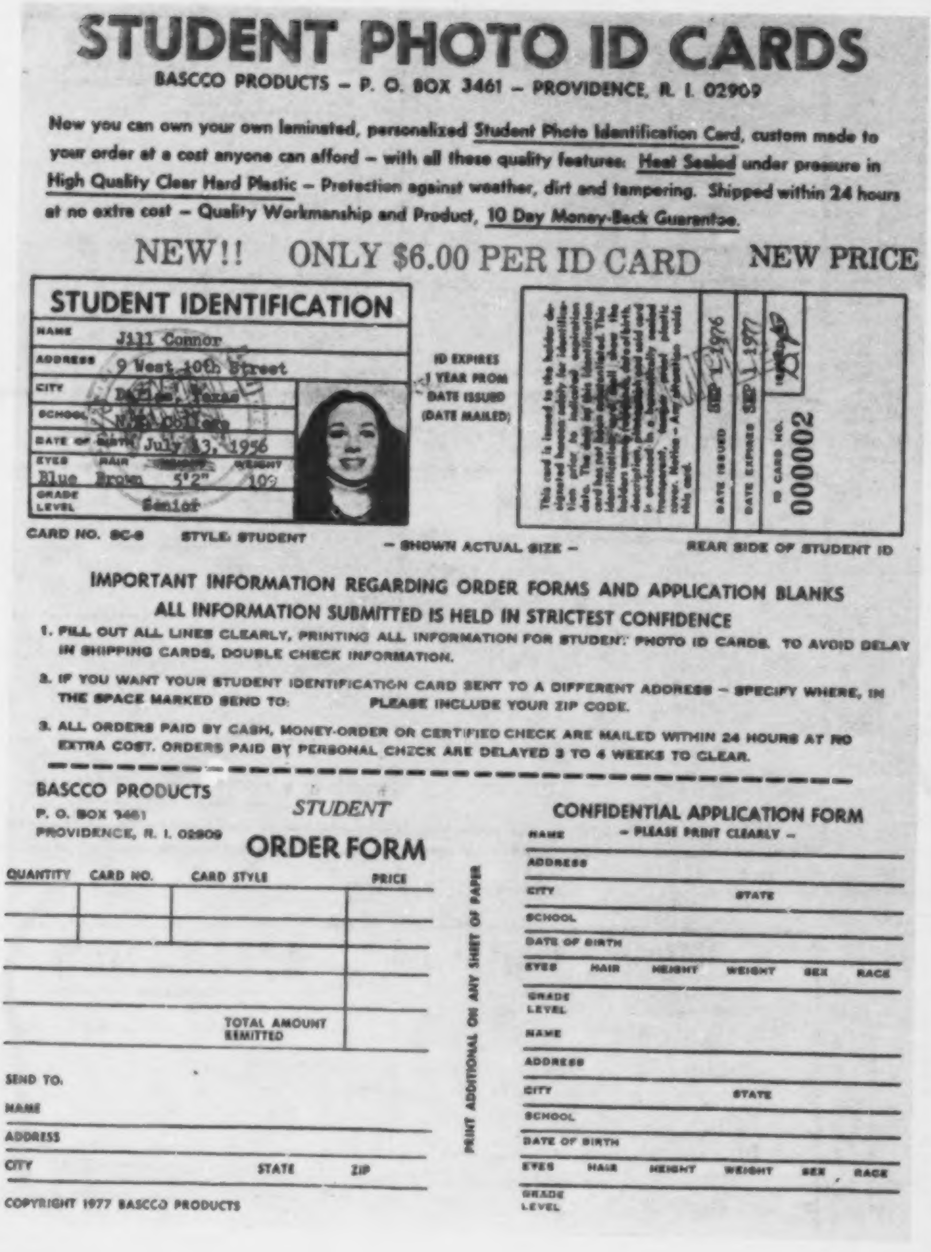
ADDRESS ______________________________

CITY __________ STATE __________ ZIP __________

SEX __________ HEIGHT __________ WEIGHT __________

EYES ______ DATE OF BIRTH __________

Signature
X



STUDENT PHOTO ID CARDS

BASCCO PRODUCTS – P. O. BOX 3461 – PROVIDENCE, R. I. 02909

Now you can own your own laminated, personalized Student Photo Identification Card, custom made to your order at a cost anyone can afford – with all these quality features: Heat Sealed under pressure in High Quality Clear Hard Plastic – Protection against weather, dirt and tampering. Shipped within 24 hours at no extra cost – Quality Workmanship and Product, 10 Day Money-Back Guarantee.

NEW!! ONLY $6.00 PER ID CARD NEW PRICE

STUDENT IDENTIFICATION

NAME Jill Connor
ADDRESS 9 West 10th Street
CITY Dallas, Texas
SCHOOL N.Y. College
DATE OF BIRTH July 13, 1956
EYES Blue HAIR Brown HEIGHT 5'2" WEIGHT 109
GRADE LEVEL Senior

CARD NO. SC-8 STYLE: STUDENT

ID EXPIRES 1 YEAR FROM DATE ISSUED (DATE MAILED)

– SHOWN ACTUAL SIZE –

This card is issued to the holder designated hereon solely for identification prior to indicated expiration date. The data by this identification card has not been substantiated. This identification card shall show the holders name, address, date of birth, description, photograph and said card is enclosed in a hermetically sealed transparent, tamper proof plastic cover. Notice – Any alteration voids this card.

DATE ISSUED SEP 1 1976
DATE EXPIRES SEP 1 1977
ID CARD NO. 000002

REAR SIDE OF STUDENT ID

IMPORTANT INFORMATION REGARDING ORDER FORMS AND APPLICATION BLANKS

ALL INFORMATION SUBMITTED IS HELD IN STRICTEST CONFIDENCE

1. FILL OUT ALL LINES CLEARLY, PRINTING ALL INFORMATION FOR STUDENT PHOTO ID CARDS. TO AVOID DELAY IN SHIPPING CARDS, DOUBLE CHECK INFORMATION.
2. IF YOU WANT YOUR STUDENT IDENTIFICATION CARD SENT TO A DIFFERENT ADDRESS – SPECIFY WHERE, IN THE SPACE MARKED SEND TO: PLEASE INCLUDE YOUR ZIP CODE.
3. ALL ORDERS PAID BY CASH, MONEY-ORDER OR CERTIFIED CHECK ARE MAILED WITHIN 24 HOURS AT NO EXTRA COST. ORDERS PAID BY PERSONAL CHECK ARE DELAYED 3 TO 4 WEEKS TO CLEAR.

BASCCO PRODUCTS
P. O. BOX 3461
PROVIDENCE, R. I. 02909

STUDENT ORDER FORM

QUANTITY	CARD NO.	CARD STYLE	PRICE
		TOTAL AMOUNT REMITTED	

SEND TO:
NAME
ADDRESS
CITY STATE ZIP

COPYRIGHT 1977 BASCCO PRODUCTS

PRINT ADDITIONAL ON ANY SHEET OF PAPER

CONFIDENTIAL APPLICATION FORM

– PLEASE PRINT CLEARLY –

NAME
ADDRESS
CITY STATE
SCHOOL
DATE OF BIRTH
EYES HAIR HEIGHT WEIGHT SEX RACE
GRADE LEVEL

NAME
ADDRESS
CITY STATE
SCHOOL
DATE OF BIRTH
EYES HAIR HEIGHT WEIGHT SEX RACE
GRADE LEVEL

NO-PHOTO ID CARDS

BASCCO PRODUCTS – P. O. BOX 3461 – PROVIDENCE, R. I. 02909

Now you can own your own laminated, personalized Identification and Social Security Card, custom made to your order at a cost anyone can afford – with all these quality features: Heat Sealed under pressure in High Quality Clear Hard Plastic – Protection against weather, dirt and tampering. Shipped within 24 hours at no extra cost - No Photo Necessary - Quality Workmanship & Product, 10 Day Money-Back Guarantee.

ONLY $4.00 PER ID CARD

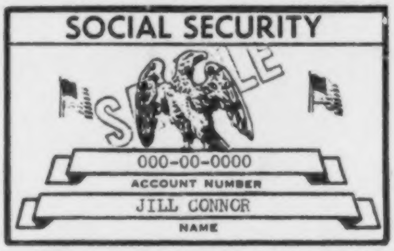
NEW PRICES

REAR BLANK

IDENTIFICATION					
NAME	Jill Connor				
ADDRESS	9 West 10th Street				
CITY	Dallas	STATE	Texas		
OCCUPATION	Stenographer				
DATE OF BIRTH	July [illegible]				
EYES Blue	HAIR Brown	HEIGHT 5'2"	WEIGHT 109	SEX F	RACE W
SOCIAL SECURITY NO.	000-00-0000	ID EXPIRES Jan. 1, 1980			

CARD NO. NP-1 STYLE: NO-PHOTO ID

ONLY $3.00 PER SS CARD



SOCIAL SECURITY

000-00-0000

ACCOUNT NUMBER

JILL CONNOR

NAME

CARD NO. SS-1 STYLE: SS CARD

– SHOWN ACTUAL SIZE –

IMPORTANT INFORMATION REGARDING ORDER FORMS AND APPLICATION BLANKS

ALL INFORMATION SUBMITTED IS HELD IN STRICTEST CONFIDENCE

1. FILL OUT ALL LINES CLEARLY, PRINTING ALL INFORMATION FOR NO-PHOTO ID CARDS. WHEN ORDERING SOCIAL SECURITY CARDS THE ONLY INFORMATION NECESSARY IS SS NO., NAME OF PERSON ON CARD AND WHO TO SEND TO. TO AVOID DELAY IN SHIPPING CARDS DOUBLE CHECK INFORMATION.
2. IF YOU WANT YOUR ID OR SOCIAL SECURITY CARD SENT TO A DIFFERENT ADDRESS – SPECIFY WHERE, IN THE SPACE MARKED SEND TO: PLEASE INCLUDE YOUR ZIP CODE.
3. ALL ORDERS PAID BY CASH, MONEY-ORDER OR CERTIFIED CHECK ARE MAILED WITHIN 24 HOURS AT NO EXTRA COST. ORDERS PAID BY PERSONAL CHECK ARE DELAYED 3 TO 4 WEEKS TO CLEAR.

BASCCO PRODUCTS
P. O. BOX 3461
PROVIDENCE, R. I. 02909

ORDER FORM

QUANTITY	CARD NO.	CARD STYLE	PRICE
		TOTAL AMOUNT REMITTED	

SEND TO:

NAME

ADDRESS

CITY STATE ZIP

COPYRIGHT 1977 BASCCO PRODUCTS

CONFIDENTIAL APPLICATION FORM

– PLEASE PRINT CLEARLY –

NAME

ADDRESS

CITY STATE

OCCUPATION

DATE OF BIRTH

EYES HAIR HEIGHT WEIGHT SEX RACE

SOCIAL SECURITY NO. ID EXPIRES 3 YEARS

NAME

ADDRESS

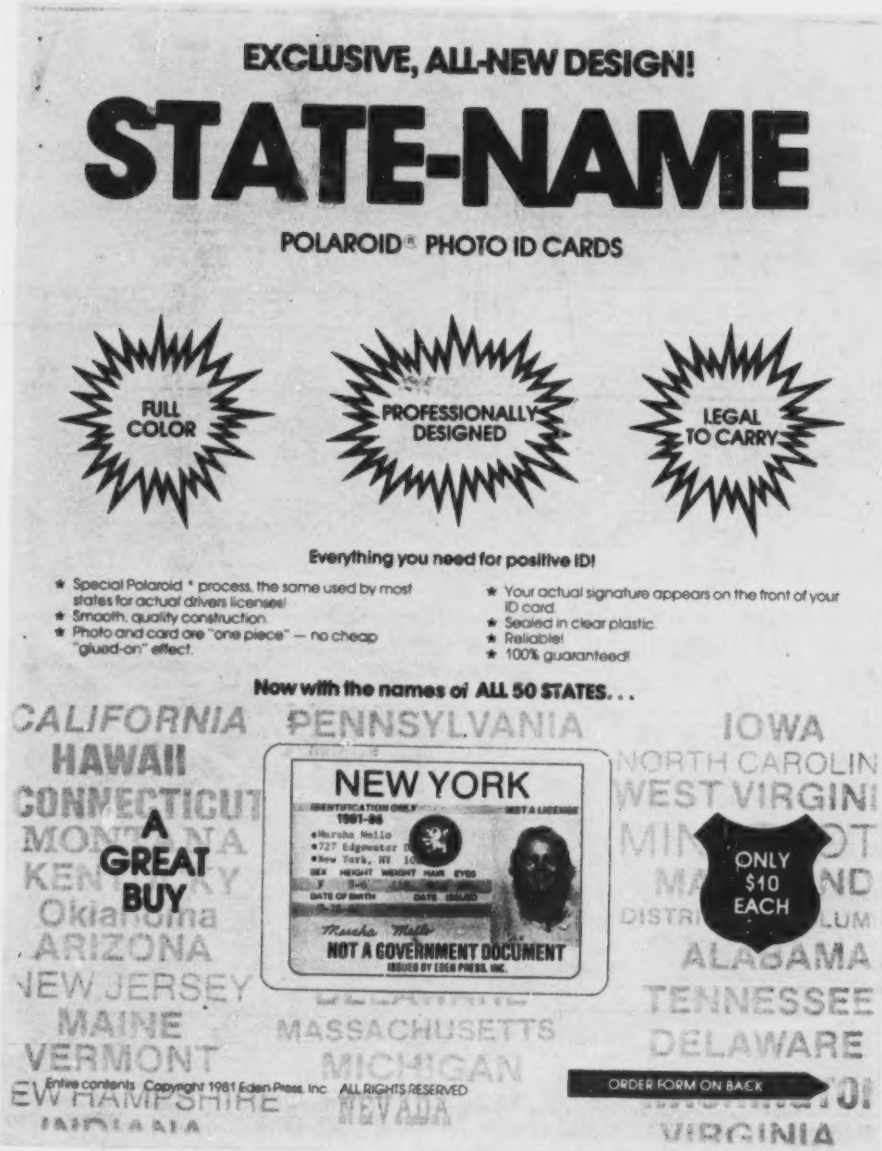
CITY STATE

OCCUPATION

DATE OF BIRTH

EYES HAIR HEIGHT WEIGHT SEX RACE

SOCIAL SECURITY NO. ID EXPIRES 3 YEARS



EXCLUSIVE, ALL-NEW DESIGN!

STATE-NAME

POLAROID® PHOTO ID CARDS

FULL COLOR

PROFESSIONALLY DESIGNED

LEGAL TO CARRY

Everything you need for positive ID!

- ★ Special Polaroid * process, the same used by most states for actual drivers licenses!
- ★ Smooth, quality construction.
- ★ Photo and card are "one piece" — no cheap "glued-on" effect.
- ★ Your actual signature appears on the front of your ID card
- ★ Sealed in clear plastic.
- ★ Reliable!
- ★ 100% guaranteed!

Now with the names of ALL 50 STATES. . .

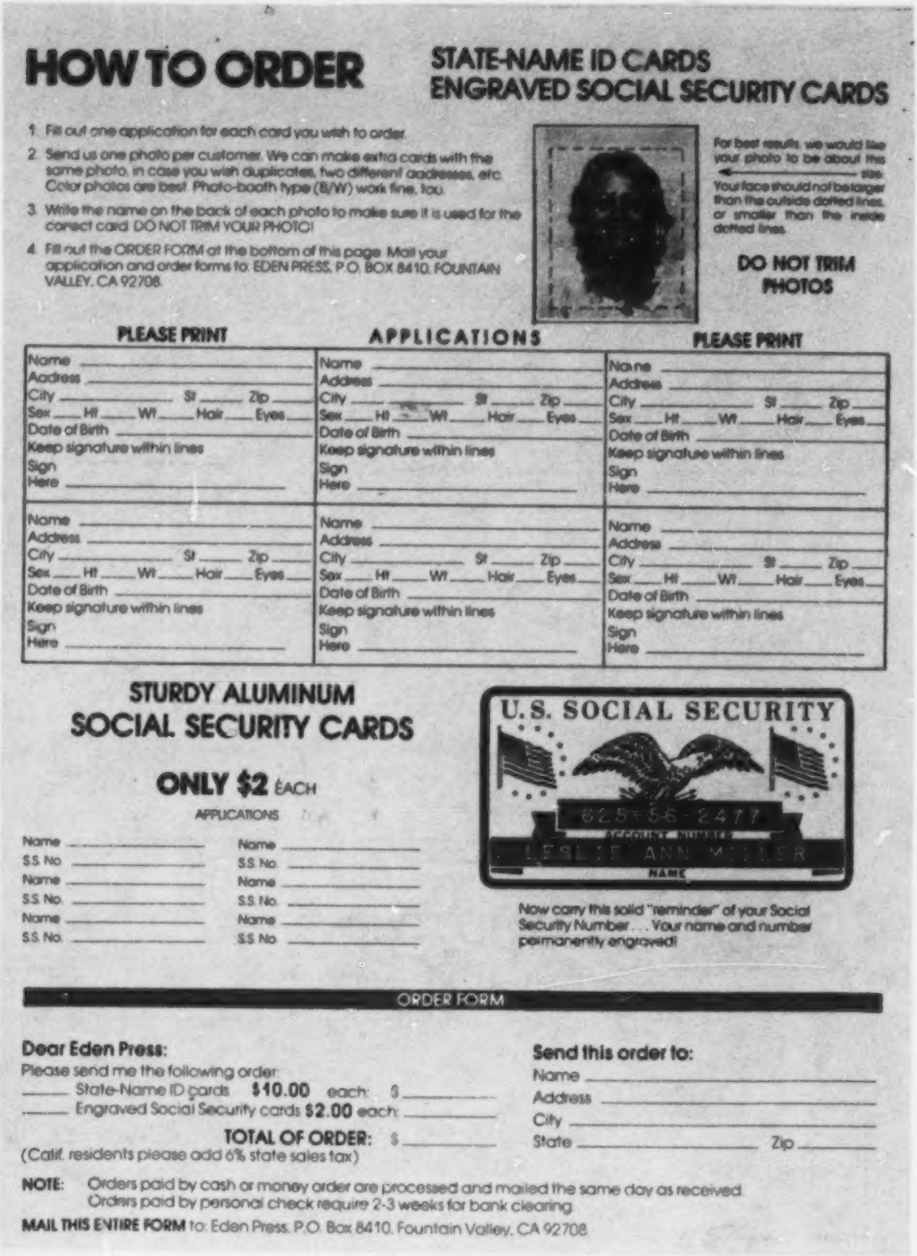
CALIFORNIA
PENNSYLVANIA
IOWA
HAWAII
NORTH CAROLIN
CONNECTICUT
WEST VIRGINI
MONTANA
KENTUCKY
Oklahoma
ARIZONA
NEW JERSEY
MAINE
VERMONT
NEW HAMPSHIRE
INDIANA
MASSACHUSETTS
MICHIGAN
NEVADA
ALABAMA
TENNESSEE
DELAWARE
VIRGINIA
NEW YORK
1981-86
Marsha Mello
727 Edgewater
New York, NY
SEX HEIGHT WEIGHT HAIR EYES
F 5-6
DATE OF BIRTH DATE ISSUED
Marsha Mello
NOT A GOVERNMENT DOCUMENT
ISSUED BY EDEN PRESS, INC.

A GREAT BUY

ONLY $10 EACH

Entire contents Copyright 1981 Eden Press, Inc. ALL RIGHTS RESERVED

ORDER FORM ON BACK



HOW TO ORDER

STATE-NAME ID CARDS
ENGRAVED SOCIAL SECURITY CARDS

1. Fill out one application for each card you wish to order.
2. Send us one photo per customer. We can make extra cards with the same photo, in case you wish duplicates, two different addresses, etc. Color photos are best. Photo-booth type (B/W) work fine, too.
3. Write the name on the back of each photo to make sure it is used for the correct card. DO NOT TRIM YOUR PHOTO!
4. Fill out the ORDER FORM at the bottom of this page. Mail your application and order forms to: EDEN PRESS, P.O. BOX 8410, FOUNTAIN VALLEY, CA 92708.

For best results, we would like your photo to be about this ← size. Your face should not be larger than the outside dotted lines, or smaller than the inside dotted lines.

DO NOT TRIM PHOTOS

PLEASE PRINT **APPLICATIONS** **PLEASE PRINT**

Name ____ Address ____ City ____ St ____ Zip ____ Sex ____ Ht ____ Wt ____ Hair ____ Eyes ____ Date of Birth ____ Keep signature within lines Sign Here ____	Name ____ Address ____ City ____ St ____ Zip ____ Sex ____ Ht ____ Wt ____ Hair ____ Eyes ____ Date of Birth ____ Keep signature within lines Sign Here ____	Name ____ Address ____ City ____ St ____ Zip ____ Sex ____ Ht ____ Wt ____ Hair ____ Eyes ____ Date of Birth ____ Keep signature within lines Sign Here ____
Name ____ Address ____ City ____ St ____ Zip ____ Sex ____ Ht ____ Wt ____ Hair ____ Eyes ____ Date of Birth ____ Keep signature within lines Sign Here ____	Name ____ Address ____ City ____ St ____ Zip ____ Sex ____ Ht ____ Wt ____ Hair ____ Eyes ____ Date of Birth ____ Keep signature within lines Sign Here ____	Name ____ Address ____ City ____ St ____ Zip ____ Sex ____ Ht ____ Wt ____ Hair ____ Eyes ____ Date of Birth ____ Keep signature within lines Sign Here ____

STURDY ALUMINUM SOCIAL SECURITY CARDS

ONLY $2 EACH

APPLICATIONS

Name ____	Name ____
S.S. No. ____	S.S. No. ____
Name ____	Name ____
S.S. No. ____	S.S. No. ____
Name ____	Name ____
S.S. No. ____	S.S. No. ____

U.S. SOCIAL SECURITY
625-56-2477
ACCOUNT NUMBER
LESLIE ANN MILLER
NAME

Now carry this solid "reminder" of your Social Security Number . . . Your name and number permanently engraved!

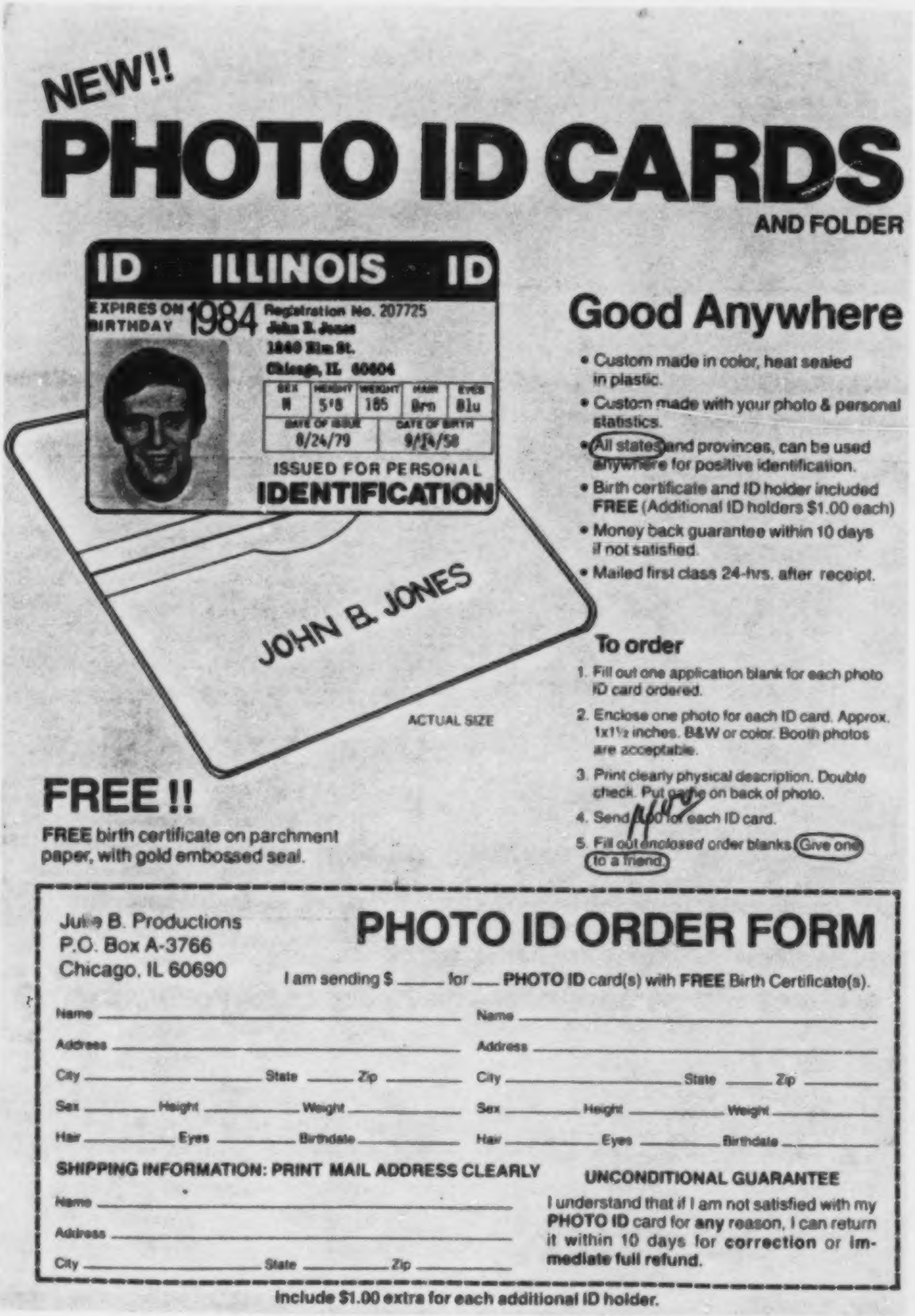
ORDER FORM

Dear Eden Press:
Please send me the following order:
____ State-Name ID cards **$10.00** each: $ ____
____ Engraved Social Security cards **$2.00** each: ____
TOTAL OF ORDER: $ ____
(Calif. residents please add 6% state sales tax)

Send this order to:
Name ____
Address ____
City ____
State ____ Zip ____

NOTE: Orders paid by cash or money order are processed and mailed the same day as received. Orders paid by personal check require 2-3 weeks for bank clearing.

MAIL THIS ENTIRE FORM to: Eden Press, P.O. Box 8410, Fountain Valley, CA 92708


ID ILLINOIS ID
EXPIRES ON BIRTHDAY 1984
Registration No. 207725
John B. Jones
1840 Elm St.
Chicago, IL 60604
SEX M
HEIGHT 5'8
WEIGHT 165
HAIR Brn
EYES Blu
DATE OF ISSUE 8/24/79
DATE OF BIRTH 9/14/58
ISSUED FOR PERSONAL
IDENTIFICATION
JOHN B. JONES
ACTUAL SIZE

NEW!!

PHOTO ID CARDS

AND FOLDER

Good Anywhere

- Custom made in color, heat sealed in plastic.
- Custom made with your photo & personal statistics.
- All states and provinces, can be used anywhere for positive identification.
- Birth certificate and ID holder included **FREE** (Additional ID holders $1.00 each)
- Money back guarantee within 10 days if not satisfied.
- Mailed first class 24-hrs. after receipt.

To order

1. Fill out one application blank for each photo ID card ordered.
2. Enclose one photo for each ID card. Approx. 1x1½ inches. B&W or color. Booth photos are acceptable.
3. Print clearly physical description. Double check. Put name on back of photo.
4. Send 14 [illegible] for each ID card.
5. Fill out enclosed order blanks. Give one to a friend.

FREE !!

FREE birth certificate on parchment paper, with gold embossed seal.

Julie B. Productions
P.O. Box A-3766
Chicago, IL 60690

PHOTO ID ORDER FORM

I am sending $ ____ for ____ **PHOTO ID** card(s) with **FREE** Birth Certificate(s).

Name ________________
Address ________________
City ________ State ____ Zip ____
Sex ____ Height ____ Weight ____
Hair ____ Eyes ____ Birthdate ____

Name ________________
Address ________________
City ________ State ____ Zip ____
Sex ____ Height ____ Weight ____
Hair ____ Eyes ____ Birthdate ____

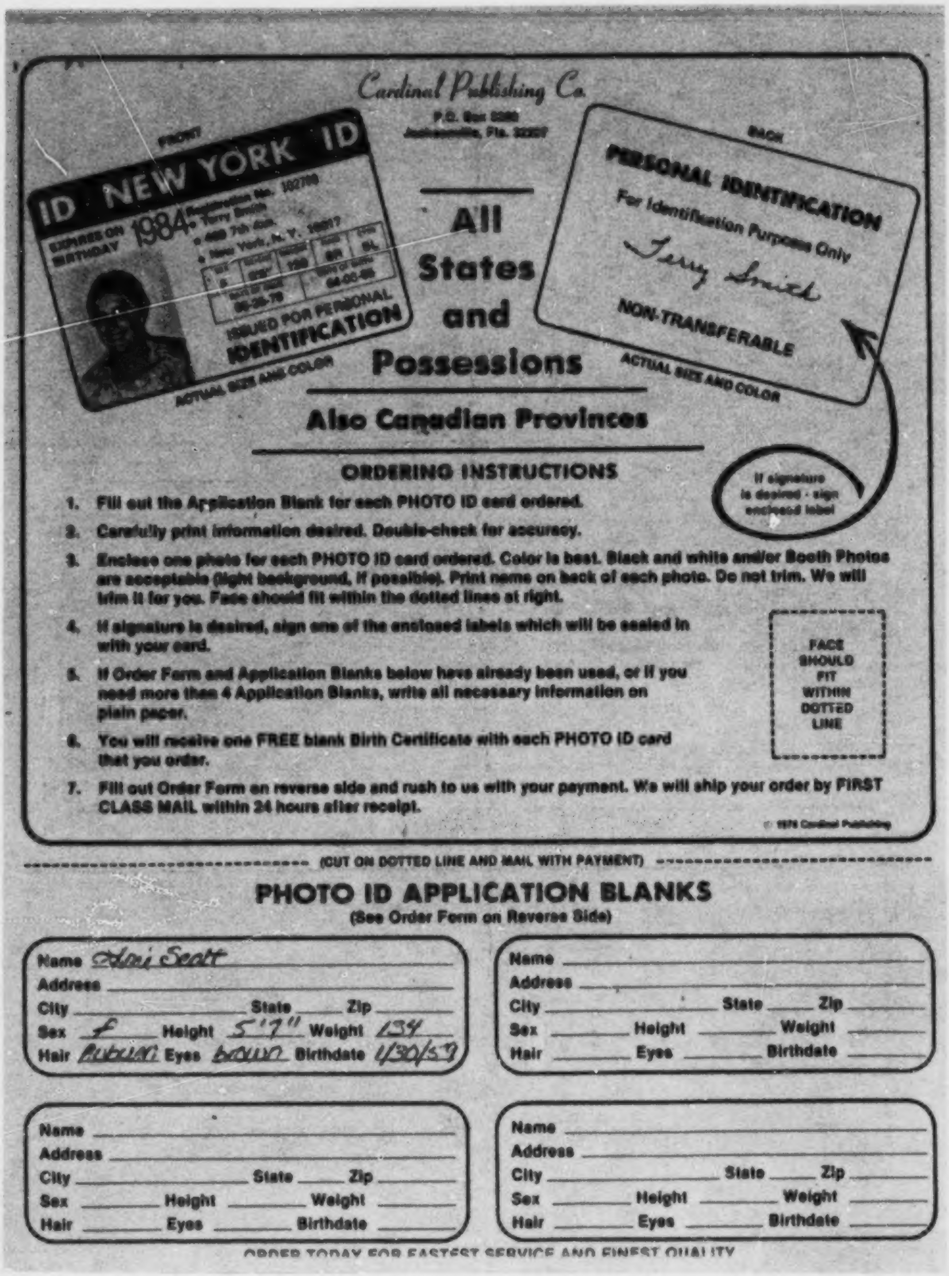
SHIPPING INFORMATION: PRINT MAIL ADDRESS CLEARLY

Name ________________
Address ________________
City ________ State ____ Zip ____

UNCONDITIONAL GUARANTEE

I understand that if I am not satisfied with my **PHOTO ID** card for **any reason**, I can return it within 10 days for **correction** or **immediate full refund.**

Include $1.00 extra for each additional ID holder.


FRONT
ID NEW YORK ID
EXPIRES ON BIRTHDAY 1984
Registration No. 102700
Terry Smith
460 7th Ave.
New York, N.Y. 10017
ISSUED FOR PERSONAL IDENTIFICATION
ACTUAL SIZE AND COLOR
BACK
PERSONAL IDENTIFICATION
For Identification Purposes Only
Terry Smith
NON-TRANSFERABLE
ACTUAL SIZE AND COLOR
If signature is desired - sign enclosed label

Cardinal Publishing Co.
P.O. Box [illegible]
Jacksonville, Fla. 32207

All States and Possessions

Also Canadian Provinces

ORDERING INSTRUCTIONS

1. Fill out the Application Blank for each PHOTO ID card ordered.
2. Carefully print information desired. Double-check for accuracy.
3. Enclose one photo for each PHOTO ID card ordered. Color is best. Black and white and/or Booth Photos are acceptable (light background, if possible). Print name on back of each photo. Do not trim. We will trim it for you. Face should fit within the dotted lines at right.
4. If signature is desired, sign one of the enclosed labels which will be sealed in with your card.
5. If Order Form and Application Blanks below have already been used, or if you need more than 4 Application Blanks, write all necessary information on plain paper.
6. You will receive one FREE blank Birth Certificate with each PHOTO ID card that you order.
7. Fill out Order Form on reverse side and rush to us with your payment. We will ship your order by FIRST CLASS MAIL within 24 hours after receipt.

FACE SHOULD FIT WITHIN DOTTED LINE

© 1978 Cardinal Publishing

(CUT ON DOTTED LINE AND MAIL WITH PAYMENT)

PHOTO ID APPLICATION BLANKS

(See Order Form on Reverse Side)

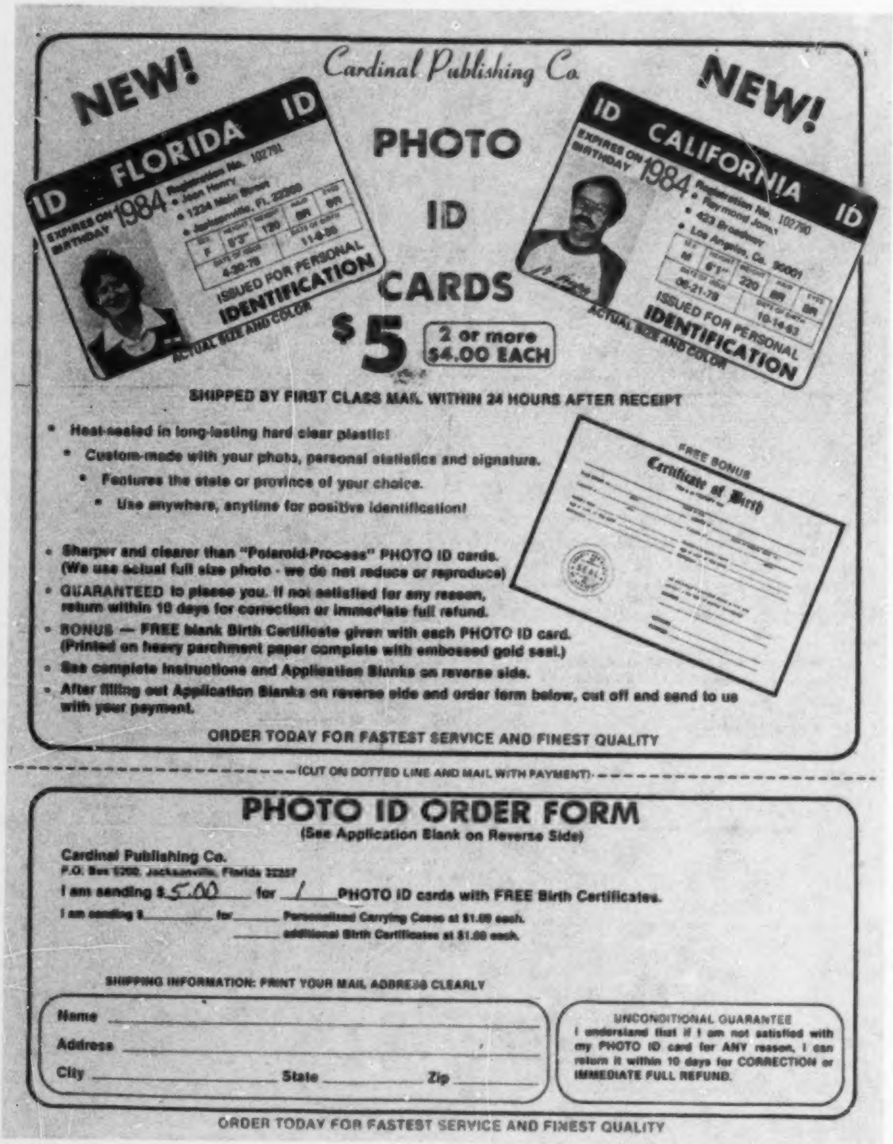
Name Lori Scott
Address
City State Zip
Sex f Height 5'7" Weight 134
Hair Auburn Eyes brown Birthdate 1/30/57

Name
Address
City State Zip
Sex Height Weight
Hair Eyes Birthdate

Name
Address
City State Zip
Sex Height Weight
Hair Eyes Birthdate

Name
Address
City State Zip
Sex Height Weight
Hair Eyes Birthdate

ORDER TODAY FOR FASTEST SERVICE AND FINEST QUALITY


NEW!
ID FLORIDA ID
EXPIRES ON BIRTHDAY 1984
ISSUED FOR PERSONAL IDENTIFICATION
ACTUAL SIZE AND COLOR
NEW!
ID CALIFORNIA ID
EXPIRES ON BIRTHDAY 1984
ISSUED FOR PERSONAL IDENTIFICATION
ACTUAL SIZE AND COLOR
FREE BONUS
Certificate of Birth
SEAL

Cardinal Publishing Co.

PHOTO ID CARDS

$5 2 or more $4.00 EACH

SHIPPED BY FIRST CLASS MAIL WITHIN 24 HOURS AFTER RECEIPT

- Heat-sealed in long-lasting hard clear plastic!
- Custom-made with your photo, personal statistics and signature.
- Features the state or province of your choice.
- Use anywhere, anytime for positive identification!

- Sharper and clearer than "Polaroid-Process" PHOTO ID cards. (We use actual full size photo - we do not reduce or reproduce)
- GUARANTEED to please you. If not satisfied for any reason, return within 10 days for correction or immediate full refund.
- BONUS — FREE blank Birth Certificate given with each PHOTO ID card. (Printed on heavy parchment paper complete with embossed gold seal.)
- See complete instructions and Application Blanks on reverse side.
- After filling out Application Blanks on reverse side and order form below, cut off and send to us with your payment.

ORDER TODAY FOR FASTEST SERVICE AND FINEST QUALITY

(CUT ON DOTTED LINE AND MAIL WITH PAYMENT)

PHOTO ID ORDER FORM

(See Application Blank on Reverse Side)

Cardinal Publishing Co.
P.O. Box 5200, Jacksonville, Florida 32257

I am sending $ 5.00 for 1 PHOTO ID cards with FREE Birth Certificates.

I am sending $______ for ______ Personalized Carrying Cases at $1.00 each.

______ additional Birth Certificates at $1.00 each.

SHIPPING INFORMATION: PRINT YOUR MAIL ADDRESS CLEARLY

Name ____________________

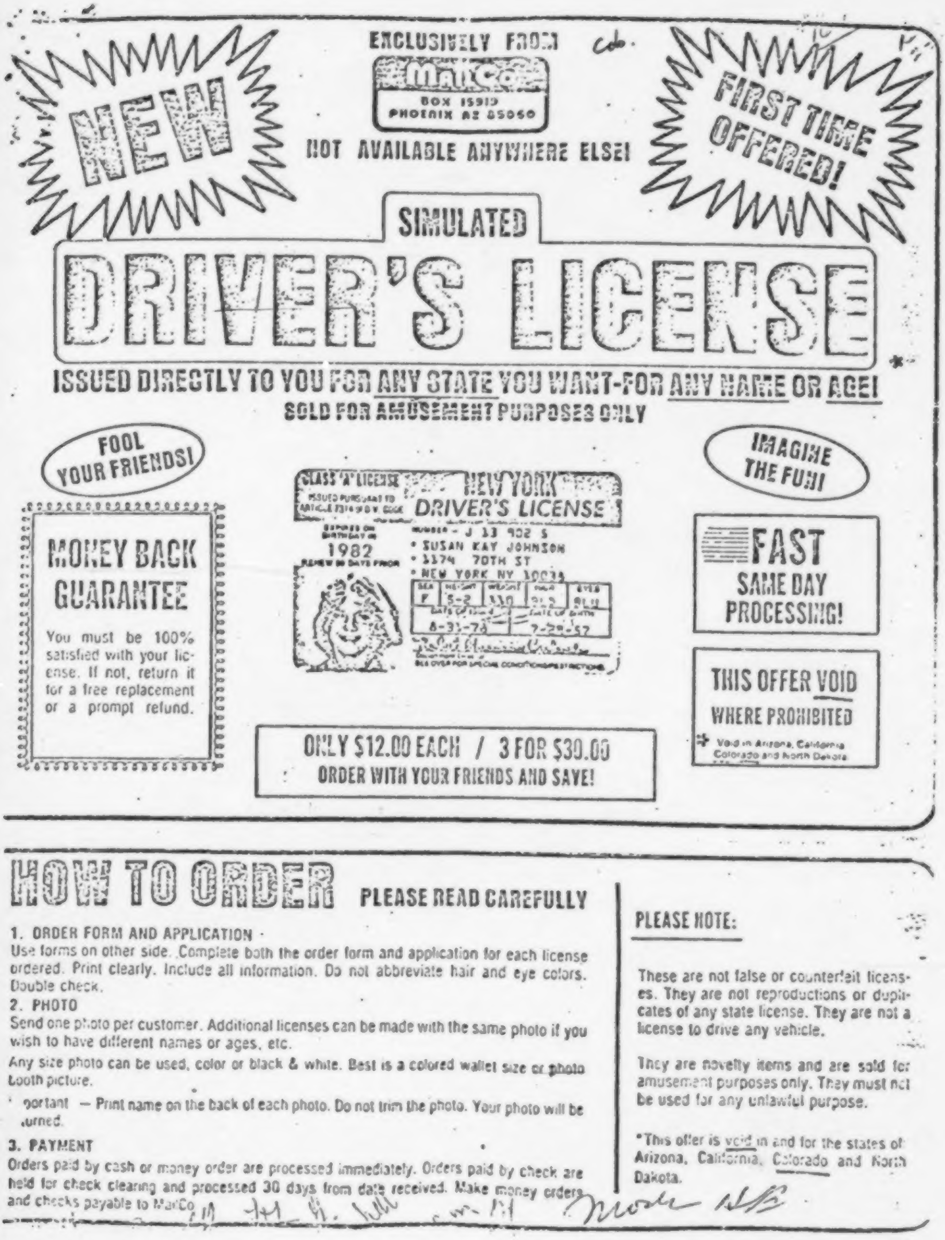
Address ____________________

City __________ State __________ Zip __________

UNCONDITIONAL GUARANTEE

I understand that if I am not satisfied with my PHOTO ID card for ANY reason, I can return it within 10 days for CORRECTION or IMMEDIATE FULL REFUND.

ORDER TODAY FOR FASTEST SERVICE AND FINEST QUALITY



NEW
FIRST TIME OFFERED!
FOOL YOUR FRIENDS!
IMAGINE THE FUN!

EXCLUSIVELY FROM

MailCo
BOX 15919
PHOENIX AZ 85050

NOT AVAILABLE ANYWHERE ELSE!

SIMULATED

DRIVER'S LICENSE

ISSUED DIRECTLY TO YOU FOR ANY STATE YOU WANT-FOR ANY NAME OR AGE!

SOLD FOR AMUSEMENT PURPOSES ONLY

MONEY BACK GUARANTEE

You must be 100% satisfied with your license. If not, return it for a free replacement or a prompt refund.

CLASS "A" LICENSE
NEW YORK
DRIVER'S LICENSE
NUMBER - J 33 902 5
SUSAN KAY JOHNSON
3374 70TH ST
NEW YORK NY 10038
1982

FAST
SAME DAY PROCESSING!

THIS OFFER VOID WHERE PROHIBITED

* Void in Arizona, California, Colorado and North Dakota

ONLY $12.00 EACH / 3 FOR $30.00
ORDER WITH YOUR FRIENDS AND SAVE!

HOW TO ORDER

PLEASE READ CAREFULLY

1. ORDER FORM AND APPLICATION
Use forms on other side. Complete both the order form and application for each license ordered. Print clearly. Include all information. Do not abbreviate hair and eye colors. Double check.

2. PHOTO
Send one photo per customer. Additional licenses can be made with the same photo if you wish to have different names or ages, etc.

Any size photo can be used, color or black & white. Best is a colored wallet size or photo booth picture.

portant — Print name on the back of each photo. Do not trim the photo. Your photo will be urned.

3. PAYMENT
Orders paid by cash or money order are processed immediately. Orders paid by check are held for check clearing and processed 30 days from date received. Make money orders and checks payable to MailCo

PLEASE NOTE:

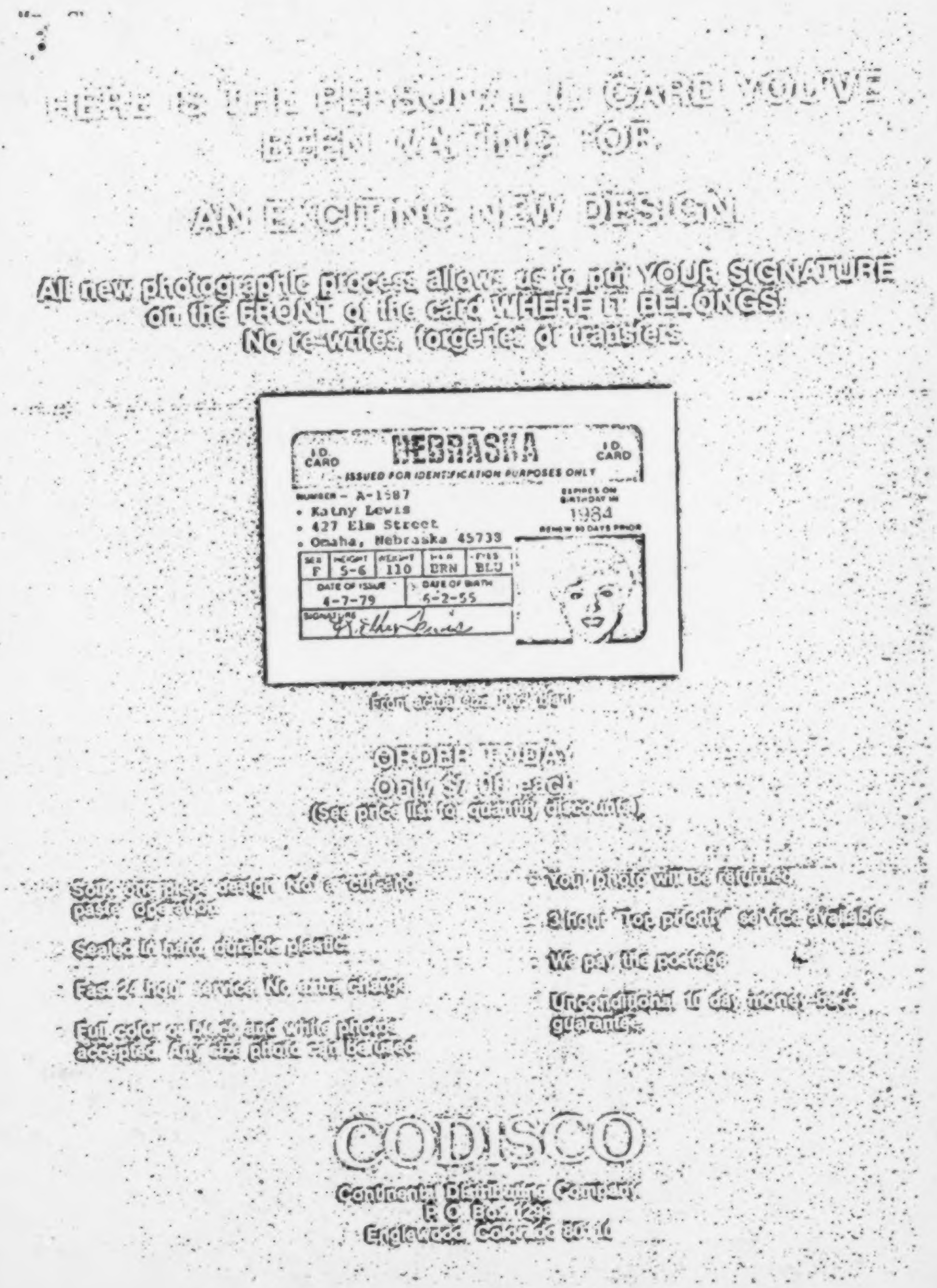
These are not false or counterfeit licenses. They are not reproductions or duplicates of any state license. They are not a license to drive any vehicle.

They are novelty items and are sold for amusement purposes only. They must not be used for any unlawful purpose.

*This offer is void in and for the states of: Arizona, California, Colorado and North Dakota.

Statement of Representative Henry J. Hyde of Illinois
Subcommittee on Criminal Law
Senate Committee on the Judiciary
Wednesday, June 16, 1982

FALSE IDENTIFICATION CRIME CONTROL ACT



HERE IS THE PERSONAL I.D. CARD YOU'VE BEEN WAITING FOR.

AN EXCITING NEW DESIGN

All new photographic process allows us to put YOUR SIGNATURE on the FRONT of the card WHERE IT BELONGS! No re-writes, forgeries or transfers.

I.D. CARD NEBRASKA I.D. CARD
ISSUED FOR IDENTIFICATION PURPOSES ONLY
NUMBER – A-1587
- Katny Lewis
- 427 Elm Street
- Omaha, Nebraska 45733

EXPIRES ON BIRTHDAY IN 1984
RENEW 90 DAYS PRIOR

SEX	HEIGHT	WEIGHT	HAIR	EYES
F	5-6	110	BRN	BLU

DATE OF ISSUE	DATE OF BIRTH
4-7-79	6-2-55

SIGNATURE

[illegible]

ORDER TODAY
Only $[illegible] each
(See price list for quantity discounts.)

- Solid one piece design. Not a "cut and paste" operation.
- Sealed in hard, durable plastic.
- Fast 24 hour service. No extra charge.
- Full color or black and white photos accepted. Any size photo can be used.
- Your photo will be returned.
- 3 hour "Top priority" service available.
- We pay the postage.
- Unconditional 10 day money-back guarantee.

CODISCO
Continental Distributing Company
P.O. Box [illegible]
Englewood, Colorado 80[illegible]

APPLICATIONS

PLEASE PRINT CLEARLY USE CAPITAL LETTERS

NAME ____________________
ADDRESS ____________________
CITY __________ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ____ EYES ____ DATE OF BIRTH ________

SIGNATURE

NAME ____________________
ADDRESS ____________________
CITY __________ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ____ EYES ____ DATE OF BIRTH ________

SIGNATURE

NAME ____________________
ADDRESS ____________________
CITY __________ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ____ EYES ____ DATE OF BIRTH ________

SIGNATURE

NAME ____________________
ADDRESS ____________________
CITY __________ STATE ______ ZIP ______
SEX ______ HEIGHT ______ WEIGHT ______
HAIR ____ EYES ____ DATE OF BIRTH ________

SIGNATURE

HOW TO ORDER

1. **APPLICATION:** Fill out Application, one for each card ordered. Please PRINT CLEARLY and make sure the information is correct.

2. **SIGNATURE:** Sign name in box provided. Use dark ball point pen (black is best). Try and keep WITHIN THE BOX. Do not fold the signature section of the form. Your signature indicates the information provided is true.

3. **PHOTO:** Send one photo per customer. Additional Cards can be made from the same photo.

   ANY SIZE PHOTO will do, but a "quarter-size" face is still best. Size adjustments made as required at no extra charge. **DO NOT TRIM PHOTOS.**

   Your photo **WILL BE RETURNED** to you.

   COLOR PHOTOS give the best results, but black-and-white (photo booth type) work fine also.

   PRINT your name on the back of each photo submitted.

4. **PAYMENT:** All orders paid by **CASH OR MONEY ORDER** will be processed and mailed to you within 24 HOURS. Orders paid by check held about 20 days for clearance.

   SPECIAL 3-HOUR "TOP PRIORITY" Service, add $1.00 for each card ordered.

   Make all Checks and Money Orders payable to **CODISCO.**

5. **PRICES:**

1 I.D. CARD	$7.00	
2 I.D. CARDS	$6.00	each
3 or More I.D. CARDS	$5.00	each
Special 3-Hr Service	$1.00	each

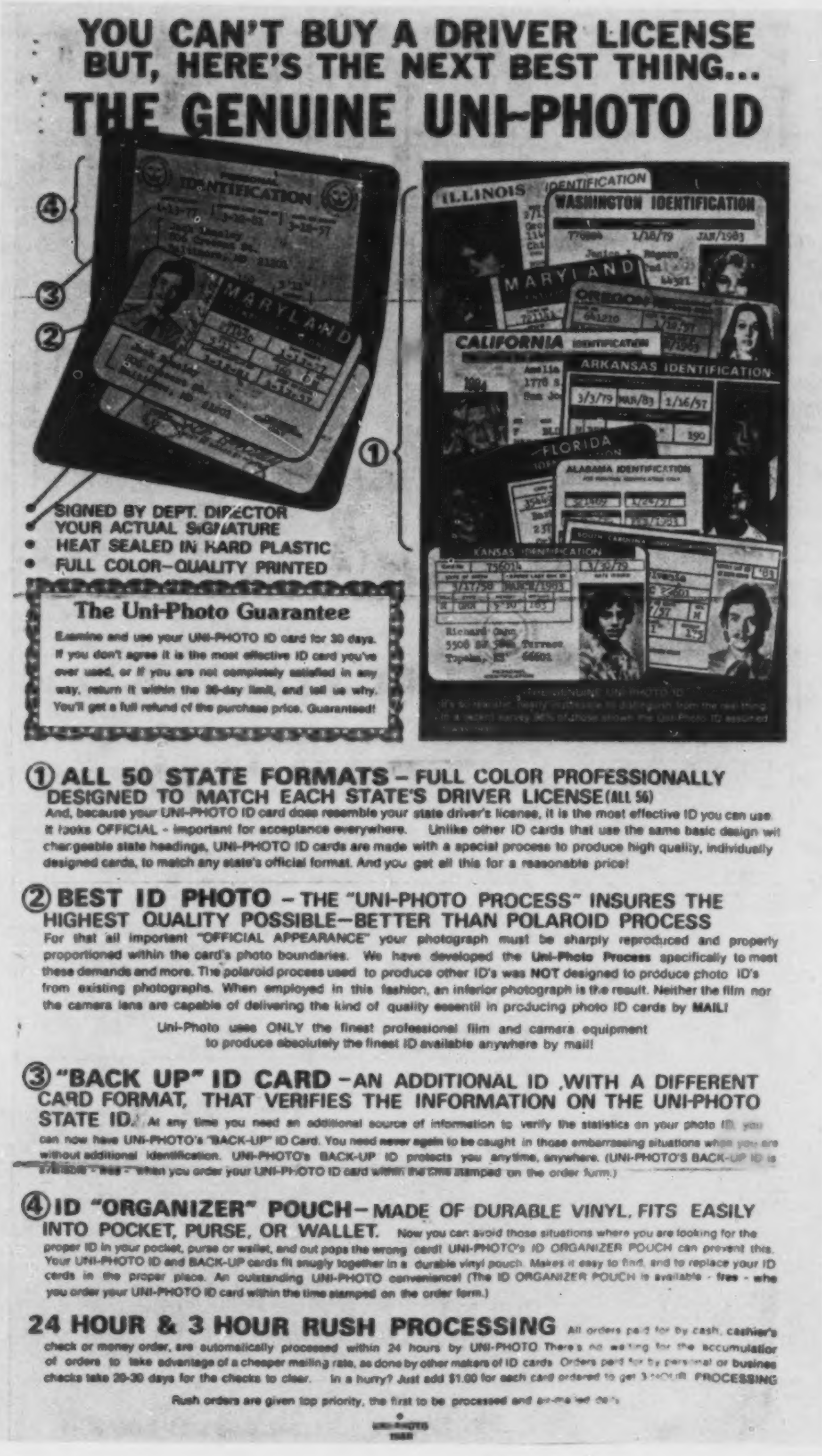
6. Mail the completed APPLICATIONS and ORDER FORM to CODISCO. A POSTAGE-PAID return envelope is provided for your convenience.

ORDER FORM

Dear CODISCO
Enclosed find $ ________ for ________ ID Card(s)
Also Enclosed is $ ________ for 3 HR TOP PRIORITY SERVICE ($1.00 for each card in order)

PLEASE RUSH THIS ORDER TO:

NAME ____________________
ADDRESS ____________________
CITY __________ STATE __________ ZIP __________
☐ PLEASE SEND ______ MORE APPLICATIONS.


PERSONAL IDENTIFICATION
MARYLAND
④
③
②
①
ILLINOIS IDENTIFICATION
WASHINGTON IDENTIFICATION
MARYLAND
OREGON
CALIFORNIA IDENTIFICATION
ARKANSAS IDENTIFICATION
FLORIDA
ALABAMA IDENTIFICATION
KANSAS IDENTIFICATION
SOUTH CAROLINA

YOU CAN'T BUY A DRIVER LICENSE BUT, HERE'S THE NEXT BEST THING...

THE GENUINE UNI-PHOTO ID

- SIGNED BY DEPT. DIRECTOR
- YOUR ACTUAL SIGNATURE
- HEAT SEALED IN HARD PLASTIC
- FULL COLOR—QUALITY PRINTED

The Uni-Photo Guarantee

Examine and use your UNI-PHOTO ID card for 30 days. If you don't agree it is the most effective ID card you've ever used, or if you are not completely satisfied in any way, return it within the 30-day limit, and tell us why. You'll get a full refund of the purchase price. Guaranteed!

① ALL 50 STATE FORMATS – FULL COLOR PROFESSIONALLY DESIGNED TO MATCH EACH STATE'S DRIVER LICENSE (ALL 56)

And, because your UNI-PHOTO ID card does resemble your state driver's license, it is the most effective ID you can use. It looks OFFICIAL - important for acceptance everywhere. Unlike other ID cards that use the same basic design wit changeable state headings, UNI-PHOTO ID cards are made with a special process to produce high quality, individually designed cards, to match any state's official format. And you get all this for a reasonable price!

② BEST ID PHOTO – THE "UNI-PHOTO PROCESS" INSURES THE HIGHEST QUALITY POSSIBLE—BETTER THAN POLAROID PROCESS

For that all important "OFFICIAL APPEARANCE" your photograph must be sharply reproduced and properly proportioned within the card's photo boundaries. We have developed the **Uni-Photo Process** specifically to meet these demands and more. The polaroid process used to produce other ID's was **NOT** designed to produce photo ID's from existing photographs. When employed in this fashion, an inferior photograph is the result. Neither the film nor the camera lens are capable of delivering the kind of quality essentil in producing photo ID cards by **MAIL!**

Uni-Photo uses ONLY the finest professional film and camera equipment
to produce absolutely the finest ID available anywhere by mail!

③ "BACK UP" ID CARD – AN ADDITIONAL ID ,WITH A DIFFERENT CARD FORMAT, THAT VERIFIES THE INFORMATION ON THE UNI-PHOTO STATE ID.

At any time you need an additional source of information to verify the statistics on your photo ID, you can now have UNI-PHOTO's "BACK-UP" ID Card. You need never again to be caught in those embarrassing situations when you are without additional identification. UNI-PHOTO's BACK-UP ID protects you anytime, anywhere. (UNI-PHOTO'S BACK-UP ID is available - free - when you order your UNI-PHOTO ID card within the time stamped on the order form.)

④ ID "ORGANIZER" POUCH – MADE OF DURABLE VINYL, FITS EASILY INTO POCKET, PURSE, OR WALLET.

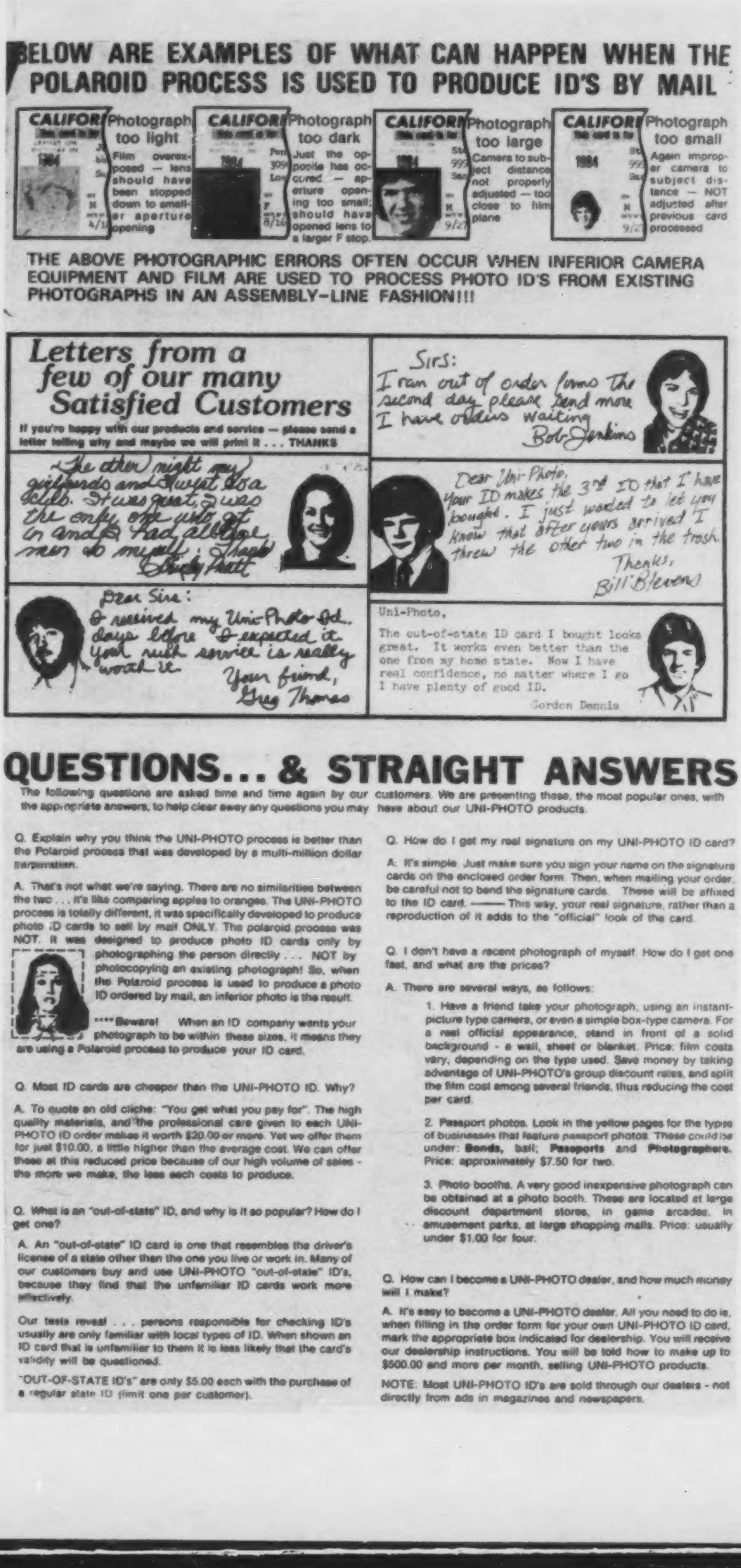
Now you can avoid those situations where you are looking for the proper ID in your pocket, purse or wallet, and out pops the wrong card! UNI-PHOTO's ID ORGANIZER POUCH can prevent this. Your UNI-PHOTO ID and BACK-UP cards fit snugly together in a durable vinyl pouch. Makes it easy to find, and to replace your ID cards in the proper place. An outstanding UNI-PHOTO convenience! (The ID ORGANIZER POUCH is available - free - whe you order your UNI-PHOTO ID card within the time stamped on the order form.)

24 HOUR & 3 HOUR RUSH PROCESSING

All orders paid for by cash, cashier's check or money order, are automatically processed within 24 hours by UNI-PHOTO. There's no waiting for the accumulation of orders to take advantage of a cheaper mailing rate, as done by other makers of ID cards. Orders paid for by personal or busines checks take 20-30 days for the checks to clear. In a hurry? Just add $1.00 for each card ordered to get 3-HOUR PROCESSING

Rush orders are given top priority, the first to be processed and air-mailed daily

UNI-PHOTO



BELOW ARE EXAMPLES OF WHAT CAN HAPPEN WHEN THE POLAROID PROCESS IS USED TO PRODUCE ID'S BY MAIL

CALIFOR
1984
4/16
CALIFOR
1984
8/16
CALIFOR
1984
9/27
CALIFOR
1984
9/27

Photograph too light
Film overexposed — lens should have been stopped down to smaller aperture opening

Photograph too dark
Just the opposite has occured — aperture opening too small; should have opened lens to a larger F stop.

Photograph too large
Camera to subject distance not properly adjusted — too close to film plane

Photograph too small
Again improper camera to subject distance — NOT adjusted after previous card processed

THE ABOVE PHOTOGRAPHIC ERRORS OFTEN OCCUR WHEN INFERIOR CAMERA EQUIPMENT AND FILM ARE USED TO PROCESS PHOTO ID'S FROM EXISTING PHOTOGRAPHS IN AN ASSEMBLY-LINE FASHION!!!

Letters from a few of our many Satisfied Customers

If you're happy with our products and service — please send a letter telling why and maybe we will print it . . . THANKS

Sirs:
I ran out of order forms the second day please send more I have orders waiting
Bob Jenkins

The other night my girlfriends and I went to a club. It was great, I was the only one who got in and I had all the men to myself. Thanks

Dear Uni-Photo,
Your ID makes the 3rd ID that I have bought. I just wanted to let you know that after yours arrived I threw the other two in the trash.
Thanks,
Bill Blevens

Dear Sirs:
I received my Uni-Photo Id. days before I expected it. Your rush service is really worth it.
Your friend,
Greg Thomas

Uni-Photo,

The out-of-state ID card I bought looks great. It works even better than the one from my home state. Now I have real confidence, no matter where I go I have plenty of good ID.

Gordon Dennis

QUESTIONS... & STRAIGHT ANSWERS

The following questions are asked time and time again by our customers. We are presenting these, the most popular ones, with the appropriate answers, to help clear away any questions you may have about our UNI-PHOTO products.

Q. Explain why you think the UNI-PHOTO process is better than the Polaroid process that was developed by a multi-million dollar corporation.

A. That's not what we're saying. There are no similarities between the two . . . it's like comparing apples to oranges. The UNI-PHOTO process is totally different, it was specifically developed to produce photo ID cards to sell by mail ONLY. The polaroid process was NOT. It was designed to produce photo ID cards only by photographing the person directly . . . NOT by photocopying an existing photograph! So, when the Polaroid process is used to produce a photo ID ordered by mail, an inferior photo is the result.

****Beware! When an ID company wants your photograph to be within these sizes, it means they are using a Polaroid process to produce your ID card.

Q. Most ID cards are cheaper than the UNI-PHOTO ID. Why?

A. To quote an old cliche: "You get what you pay for". The high quality materials, and the professional care given to each UNI-PHOTO ID order makes it worth $20.00 or more. Yet we offer them for just $10.00, a little higher than the average cost. We can offer these at this reduced price because of our high volume of sales - the more we make, the less each costs to produce.

Q. What is an "out-of-state" ID, and why is it so popular? How do I get one?

A. An "out-of-state" ID card is one that resembles the driver's license of a state other than the one you live or work in. Many of our customers buy and use UNI-PHOTO "out-of-state" ID's, because they find that the unfamiliar ID cards work more effectively.

Our tests reveal . . . persons responsible for checking ID's usually are only familiar with local types of ID. When shown an ID card that is unfamiliar to them it is less likely that the card's validity will be questioned.

"OUT-OF-STATE ID's" are only $5.00 each with the purchase of a regular state ID (limit one per customer).

Q. How do I get my real signature on my UNI-PHOTO ID card?

A: It's simple. Just make sure you sign your name on the signature cards on the enclosed order form. Then, when mailing your order, be careful not to bend the signature cards. These will be affixed to the ID card. ——— This way, your real signature, rather than a reproduction of it adds to the "official" look of the card.

Q. I don't have a recent photograph of myself. How do I get one fast, and what are the prices?

A. There are several ways, as follows:

1. Have a friend take your photograph, using an instant-picture type camera, or even a simple box-type camera. For a real official appearance, stand in front of a solid background - a wall, sheet or blanket. Price: film costs vary, depending on the type used. Save money by taking advantage of UNI-PHOTO's group discount rates, and split the film cost among several friends, thus reducing the cost per card.

2. Passport photos. Look in the yellow pages for the types of businesses that feature passport photos. These could be under: **Bonds, bail; Passports** and **Photographers.** Price: approximately $7.50 for two.

3. Photo booths. A very good inexpensive photograph can be obtained at a photo booth. These are located at large discount department stores, in game arcades, in amusement parks, at large shopping malls. Price: usually under $1.00 for four.

Q. How can I become a UNI-PHOTO dealer, and how much money will I make?

A. It's easy to become a UNI-PHOTO dealer. All you need to do is, when filling in the order form for your own UNI-PHOTO ID card, mark the appropriate box indicated for dealership. You will receive our dealership instructions. You will be told how to make up to $500.00 and more per month, selling UNI-PHOTO products.

NOTE: Most UNI-PHOTO ID's are sold through our dealers - not directly from ads in magazines and newspapers.

Senator LAXALT. Representative Sawyer?

It is a pleasure to have you.

STATEMENT OF HON. HAROLD S. SAWYER, A U.S. REPRESENTATIVE FROM THE STATE OF MICHIGAN

Mr. SAWYER. Thank you, Mr. Chairman. I have a written statement that I would like to offer for the record, too, and I will make a few comments based on it.

Senator LAXALT. Without objection, the full statement will be filed in the record.

Mr. SAWYER. I am the ranking Republican on the Crime Subcommittee over in the House Judiciary Committee, and we have had hearings on this bill already. I have also introduced a bill that is virtually identical to S. 2043 in the House of Representatives.

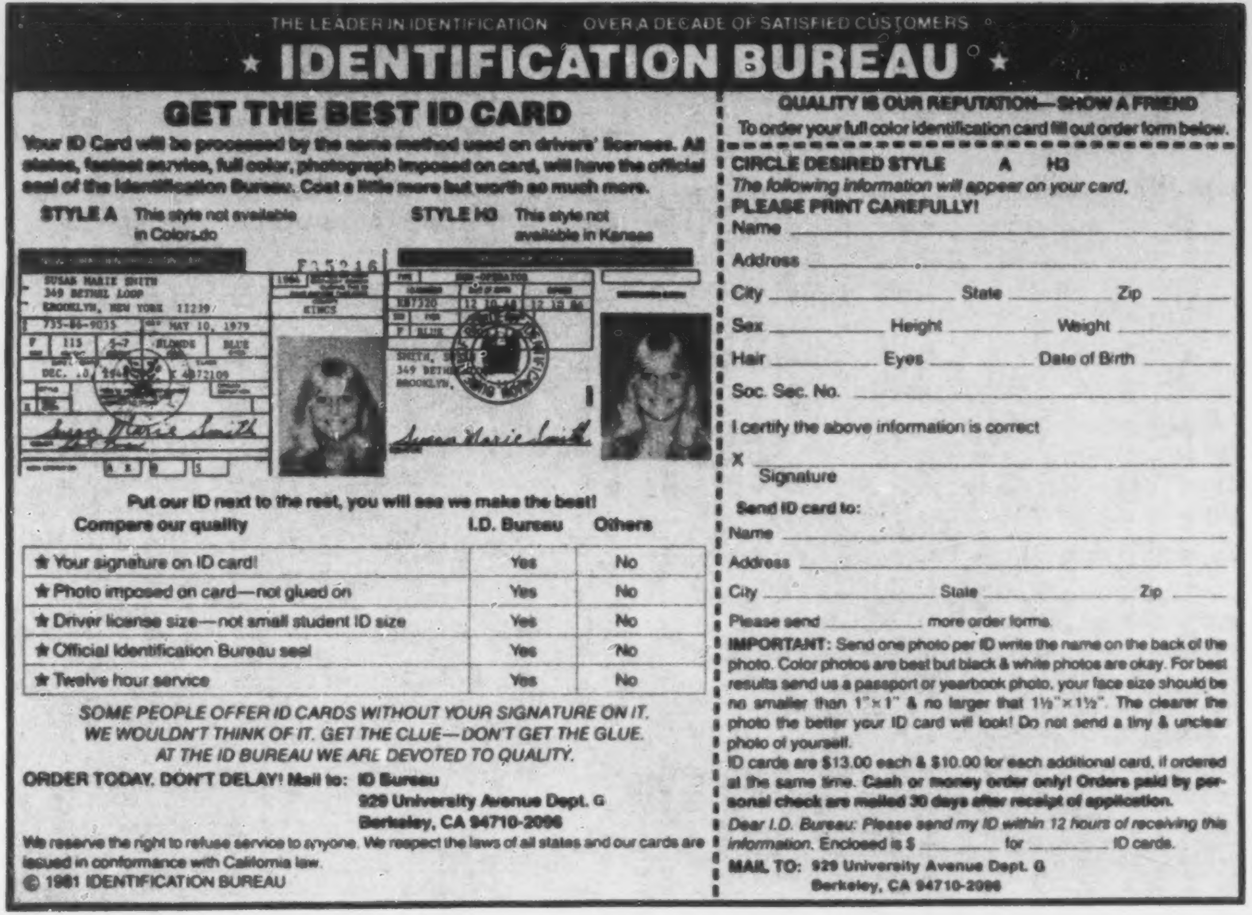
Senator LAXALT. I notice there was some network coverage yesterday. Was that part of the hearings you conducted in the framework of your subcommittee?

Mr. SAWYER. I don't know, because frankly I didn't see it. Sometimes we have television and sometimes we don't. I don't remember whether we did or not.

While there are a fair number of advertisements offering these cards, one of my staff members just happened to take one out of the most recent edition of Glamour magazine, which I understand is a very popular magazine among teenage girls. I would like to offer this ad for the record here, too, if I may. It has a very official-looking card advertised, saying it costs a little more money. It has both the signature included and not just a glued-on picture, but a printed-on-the-card picture. The card is entitled "State of New York," and has the official seal, as they say, of the "Bureau of Identification," which carries an implication that it is some bureau of identification of the State of New York. This, of course, is not true, because the card is printed in Berkeley, Calif., where many of these identification documents originate.

Apparently, two States, Colorado and Kansas, specifically prohibit the use of this particular card style. But there is no Federal law prohibiting such documents and the State police in my home State are very concerned about this problem. We have a 21-year-old drinking age in Michigan. We tried a drinking age of 18, and it caused all kinds of disasters, until the voters raised it back to 21 by public referendum. The legislature tried to go to 19, but the public in a referendum set it at 21.

[The advertisement submitted by Mr. Sawyer follows:].



THE LEADER IN IDENTIFICATION — OVER A DECADE OF SATISFIED CUSTOMERS

★ IDENTIFICATION BUREAU ★

GET THE BEST ID CARD

Your ID Card will be processed by the same method used on drivers' licenses. All states, fastest service, full color, photograph imposed on card, will have the official seal of the Identification Bureau. Cost a little more but worth so much more.

STYLE A This style not available in Colorado

STYLE H3 This style not available in Kansas

Put our ID next to the rest, you will see we make the best!

Compare our quality	I.D. Bureau	Others
★ Your signature on ID card!	Yes	No
★ Photo imposed on card—not glued on	Yes	No
★ Driver license size—not small student ID size	Yes	No
★ Official Identification Bureau seal	Yes	No
★ Twelve hour service	Yes	No

SOME PEOPLE OFFER ID CARDS WITHOUT YOUR SIGNATURE ON IT.
WE WOULDN'T THINK OF IT. GET THE CLUE—DON'T GET THE GLUE.
AT THE ID BUREAU WE ARE DEVOTED TO QUALITY.

ORDER TODAY. DON'T DELAY! Mail to: **ID Bureau**
929 University Avenue Dept. G
Berkeley, CA 94710-2096

We reserve the right to refuse service to anyone. We respect the laws of all states and our cards are issued in conformance with California law.

© 1981 IDENTIFICATION BUREAU

QUALITY IS OUR REPUTATION—SHOW A FRIEND

To order your full color identification card fill out order form below.

CIRCLE DESIRED STYLE **A** **H3**

The following information will appear on your card.

PLEASE PRINT CAREFULLY!

Name ______________________

Address ______________________

City ____________ State ____________ Zip ______

Sex ____________ Height ____________ Weight ____________

Hair ____________ Eyes ____________ Date of Birth ____________

Soc. Sec. No. ______________________

I certify the above information is correct

X ______________________
Signature

Send ID card to:

Name ______________________

Address ______________________

City ____________ State ____________ Zip ______

Please send ____________ more order forms.

IMPORTANT: Send one photo per ID write the name on the back of the photo. Color photos are best but black & white photos are okay. For best results send us a passport or yearbook photo, your face size should be no smaller than 1"×1" & no larger that 1½"×1½". The clearer the photo the better your ID card will look! Do not send a tiny & unclear photo of yourself.

ID cards are $13.00 each & $10.00 for each additional card, if ordered at the same time. **Cash or money order only! Orders paid by personal check are mailed 30 days after receipt of application.**

Dear I.D. Bureau: Please send my ID within 12 hours of receiving this information. Enclosed is $ ________ for ________ ID cards.

MAIL TO: **929 University Avenue Dept. G**
Berkeley, CA 94710-2096

Senator Laxalt. Tell me, Congressman, do most States have legislation covering this subject?

Mr. Sawyer. All I can say is that apparently they do not, because this says that the manufacturer observes State laws, for whatever that is worth, but the ad only indicates that the company won't send them into Colorado or Kansas, where I presume this particular type of card is illegal.

In Michigan, it is a misdemeanor to alter your driver's license, and I suppose it is the same in most States, but these companies make an end run around this prohibition by simulating, not altering, a State driver's license appearance.

In fact, they say in this advertisement, "This isn't a small student ID size. It is an official driver's license style." While some of these ads say the cards are printed for amusement purposes only, obviously that is not the case.

Senator Laxalt. Have there been any cases tried in which that has been offered as a defense, to your knowledge?

Mr. Sawyer. Not that I know of. I know that the State of Michigan has no prohibition against having such an ID card. Obviously, if you were caught using a false ID while buying liquor and you were under age, you would be charged for buying liquor under age, but there isn't any prohibition against having such a card in my home State.

As a matter of fact, when we had, as you probably did, too, we had some consideration of the same-day registration a few years back.

Senator Laxalt. I remember that several House Members had fun with that.

Mr. Sawyer. From a southern California company, several Members got cards with their pictures on them, with pictures of Tip O'Neill, and with improper addresses, showing how easy it was to get identification that would comply with that registration law and permit you to go in and vote almost anywhere.

In the House Subcommittee on Crime we are working on legislation now and we expect to report out a bill very shortly. We feel sufficiently confident about this subject that the chairman, Bill Hughes, and I have a current intent to put it on the suspension calendar.

Senator Laxalt. Where are you in full committee? You are speaking now of the subcommittee?

Mr. Sawyer. We are still working on legislation for the full committee. We are watching to see—since we have a lot of bills backed up—just what legislation is viable this year. In other words, we are looking for bills which are going to have their counterparts passed here in the Senate, so we can get joint movement on them.

We have made a change in H.R. 6105, and I might suggest the same for the subcommittee's consideration and that is that the bill, as drafted, applies to the U.S. mails only. I am proposing to broaden H.R. 6105 to include any transportation interstate by Federal Express or any other of the various transport systems that are increasingly being used today. We think that this is a good step. We suggest that you at least consider a similar expansion.

I very much appreciate having the opportunity to come before the subcommittee to testify. I don't get over to the Senate very often. I congratulate you on your initiative and again thank you very much.

Senator **Laxalt**. We are delighted to have you, Congressman.

Just for my own edification, what is the history of all this? Has there been any legislation previously offered along these lines; or do you know?

Mr. **Sawyer**. Not that I am aware of. It was called to my attention, really, through Senator Humphrey, and I don't know how he got involved in it, but I assumed he selected me since I was the ranking Republican on the Crime Subcommittee, which would be the relevant subcommittee.

Senator **Laxalt**. Senator Humphrey, would you like to come forward for a second? I assume you have come to the conclusion based upon your respective research that there is no existing Federal prohibition for this kind of activity, postal regulations, or anything else. Is that correct?

Senator **Humphrey**. That is correct, not dealing with false ID cards that are made to look official. There are statutes dealing with obtaining official ID cards by fraudulent means, but nothing dealing explicitly with false ID cards.

Senator **Laxalt**. So the thrust of this legislation would cause the production of a false ID card in and of itself to be a Federal crime, irrespective of the purpose. Suppose I want to buy one just as a joke to give to a friend or someone. Does the legislation reach so far as to preclude the production of any ID card that is false, irrespective of the purpose to which it is going to be placed?

Senator **Humphrey**. The operative feature is that vendors must verify the age of someone attempting to buy such a card. It doesn't make it unlawful to produce such cards, but requires them to assure themselves——

Senator **Laxalt**. So it places a legal burden on them.

Senator **Humphrey**. Yes.

Mr. **Sawyer**. Also, Mr. Chairman, the age verification requirement is limited to companies who are dealing with people under 21 years old.

Senator **Laxalt**. Thank you very much, Senator and Congressman. We will stay in touch.

Mr. **Sawyer**. Thank you.

Senator **Humphrey**. Thank you.

[The prepared statement of Representative Sawyer follows:]

PREPARED STATEMENT OF REPRESENTATIVE HAROLD S. SAWYER

Mr. Chairman, I want to express my strong support for this inquiry into the increasing interstate shipment of false identification documents to minors. Although no one seems to have hard statistics on the exact number of these documents yet, it appears that a very large number of these fake ID's are sent to teenagers with an incorrect birthdate on them. While the documents can probably be used for a variety of purposes, they seem to be especially employed for the illegal purchases of alcohol.

I am sorry to report that the National Institute on Alcohol Abuse and Alcoholism estimates that several million teenagers regularly engage in substantial alcohol consumption. These are not just eighteen and nineteen year olds at college either. Many of these minors are only fourteen and fifteen years old and are just entering high school. All over America, families, schools, and communities are witnessing the terrible consequences of excessive drinking by young people. Personal health, family life, and academic performance often deteriorate and continued alcohol abuse can even lead to the use of harder drugs, vandalism, and violence.

Especially tragic are the almost daily news stories about teenagers who have had too much to drink and who have been injuried or killed in a car or motorcycle accident. All across the country, communities are beginning to come to grips with this important issue. Because of the excellent leadership and determination of organizations like Mothers Against Drunk Drivers (MADD), State and local governments are raising the drinking age, toughening drunk driving penalities, and better enforcing these laws.

Recently, constituents and groups in my hometown of Grand Rapids have contacted me with increased frequency concerning the problem of drunk driving and its tragic and irreversible consequences. Frequently we hear that, as is so often the case, this is a problem that is primarily a State and local concern, and that the Federal role in this area is limited. While I have been a consistent and unyielding supporter of restricting the intervention of the Federal Government in State and local affairs, I would not so easily dismiss the Federal Government's role in taking the drunk driver off of the road.

It is indisputable that under-age drinkers are among the primary offenders in the drunk driving epidemic that plagues this country. I have received reports from the Michigan State police which indicated that one of the factors that facilitates the access of under-age people to liquor is the ease with which they can obtain false identification certifying that they are of legal age. This is a particularly widespread problem in States like Michigan where the drinking age is 21. Local officials have indicated to me that companies manufacturing identification cards solicit minors on high school and college campuses and in magazines that are oriented to young readers. These companies manufacture identification documents with phony birthdates without attempting in any way to verify the actual birthdate of the purchaser. They provide these documents knowing full well that the incentive for the applicant's request is to avoid the drinking age. Under current law, experience shows that these companies can do so with impunity. At a time when teenage alcoholism and alcohol abuse are reaching crisis proportions, I am hopeful that the joint efforts of Federal, State, and local authorities can greatly reduce the easy access of minors to false identification documents. For that reason, I was pleased to introduce H.R. 6105, a companion bill to S. 2043 which was introduced by my distinguished colleague from New Hampshire, Senator Gordon Humphrey. Quite simply, H.R. 6105 will make it a felony punishable by one year in prison or a fine of $1,000, or both, for each identification document which is sent by a company to a person under twenty-one years old without officially verifying the accuracy of the date of birth on the document.

I want to take this opportunity to congratulate Senator Humphrey on his initiative in this area and to thank the subcommittee for conducting this vital hearing. As the ranking Republican on the House Subcommittee on Crime I can tell you that I have discussed the topic of false identification with several members of the House Judiciary Committee and that we stand ready to work with this subcommittee, the Senate, and the administration and its agencies in fashioning legislation to deal with this problem during the 97th Congress.

I feel that we must act quickly in order to avoid further tragedies needlessly caused by the uncontrolled access of minors to alcohol.

Senator LAXALT. We will now hear from the Department of Justice. We have with us the Deputy Assistant Attorney General, Mark Richard.

STATEMENT OF DEPUTY ASSISTANT ATTORNEY GENERAL MARK M. RICHARD, ACCOMPANIED BY STEPHEN M. WEGLIAN, SENIOR ATTORNEY IN THE LITIGATION SECTION, U.S. DEPARTMENT OF JUSTICE

Mr. RICHARD. Thank you, Mr. Chairman. My name is Mark Richard. I am a Deputy Assistant Attorney General in the Criminal Division of the Department of Justice. I would like to introduce on my right Mr. Stephen Weglian. He is a senior attorney in our litigation section, and was also actively involved in the Department of Justice study on use of false identification, and actively participated in the preparation of the report of the Federal Advisory Committee on False Identification.

I have a statement, Mr. Chairman, which with your permission I would like to introduce in the record and summarize it.

Senator **Laxalt**. Without objection, it is so ordered.

Mr. **Richard**. Thank you.

It is a pleasure for me to appear here today to testify on behalf of the administration concerning two bills—S. 2043 and S. 1924—which address the serious problem of false identification which continues to confront the Nation.

We think the acts taken together make inroads on a long outstanding problem that has been neglected.

Senator **Laxalt**. Why is that the case? Apparently from what the Congressman said, we haven't addressed it previously here. Has there been activity in Justice in years past addressing itself to these problems, or has it been a matter of low priority?

Mr. **Richard**. I wouldn't say necessarily low priority, but our approach has been piecemeal, focusing on specific uses of false identification rather than the notion of the manufacture and distribution of false identification as a systemic type problem.

We have on the books over 100 statutes dealing with various aspects of false identification. We have, incidentally, in that connection an outline of those statutes and we would be glad to submit it to the committee.

Senator **Laxalt**. We would be delighted to see that, because I know that some of my colleagues are going to be asking this threshold question, "Isn't it already covered? Haven't we somehow reached the manufacturer?"

Mr. **Richard**. It is a maze. In certain factual situations, those may very well come under a particular statute, depending on circumstances. The value of both S. 2043 and S. 1924 as we see it is that it puts a comprehensive approach, a comprehensive statute, at the command of the prosecutor and lets him or her get directly to the core of the problem. I would be glad to submit it.

Senator **Laxalt**. Without objection, it is so ordered.

Mr. **Richard**. As I indicated, Federal law does not provide effective tools with which Federal law enforcement officials can combat the manufacture, transfer, possession and use of false identification documents. Moreover, the States have little authority on how to control or protect any more than their own identification documents. Even here, they are generally unable to control counterfeiting or criminal use of their documents beyond their own borders.

In addition, most State laws tend to punish only the use of false identification documents, not their preparation.

Federal legislation, therefore, in our judgment, is needed.

Senator **Laxalt**. Has your research revealed that most of the States have legislation dealing with this subject, but apparently from what you say now they deal only with use and not preparation. Is that the distinction?

Mr. **Richard**. That is true. If they deal with the issue of false identification, it is on a piecemeal basis. They may have a general false statement statute, the use of false statement to secure a given document, a driver's license, or what have you.

Senator LAXALT. As a matter of social policy here, are we walking into a prohibition type situation here where we are going to end up with far more breaches than observance? Is this so socially widespread, in a lot of States, like California, that even if we passed legislation here it would not have any effect?

Mr. RICHARD. I suspect not. I think that the statutes would be effective given the extensive use by the criminal element of false identification to support illicit activities, and prevent their apprehension and protection.

Senator LAXALT. Well, we are reaching that already under existing legislation, I think.

Mr. RICHARD. Not really. Not really. These documents frequently are used to perpetrate given crimes. We do not generally have an attempt statute, at least on the Federal level. So frequently, while you may have someone securing false identification to facilitate the commission of the crime, at that stage we may not have a completed Federal offense until the documents are used further on, except in the instance where we may have a conspiracy afoot.

Again, frequently because there is no general false ID statute, we have to look to the particular facts at hand on a given case, and try to squeeze in the facts, if you will, to a particular statute.

Senator LAXALT. What is the social intent of this? Are we attempting to stop a bunch of kids from buying beer with false ID's? That can't be the limited purpose of this, can it?

Mr. RICHARD. Certainly, it will. S. 2043, I think, is designed primarily to address the problem of drunk driving by minors, in combination with S. 1924. However, then we deal with the use of false identification in a variety of other circumstances going beyond just the use to secure alcoholic beverages.

Senator LAXALT. Obviously, Justice feels, or you wouldn't be here, that if we move forward with this it will create a sufficient deterrent to help us greatly in those areas.

Mr. RICHARD. Definitely. While there is certainly a lot of overlap between S. 2043 and S. 1924—and S. 1924 is the broader statute—nevertheless, S. 2043 reaches instances that are not covered by S. 1924.

Senator LAXALT. Procedurally, has Justice given any consideration as to whether we could consolidate these, or are you leaving that pretty much up to the committee?

Mr. RICHARD. I think the latter, sir. S. 2043 prohibits using the U.S. mails to send any documents intended for identification purposes without first verifying the birthdate of the person who is purportedly being identified.

Senator LAXALT. And that, you are satisfied, isn't covered by existing legislation or regulation?

Mr. RICHARD. That is correct. The means of preparing identification are enumerated in the bill. The person must be over 21 years of age, and it must show that the identification was mailed——

Senator LAXALT. It sounds like proof on the part of the purchaser.

Mr. RICHARD. On the part of the purchaser? That would not be relevant, because the manufacturer——

Senator LAXALT. Suppose trick or artifice were engaged in by the purchaser. Would the manufacturer be liable?

Mr. RICHARD. The manufacturer would be protected if he had received assurances as defined in the statute. He would have under the statute obtained adequate assurances, and if the adequate assurance were a counterfeit assurance, I think the manufacturer would be protected if he made a good faith attempt to receive those adequate assurances.

The sanction is up to $5,000 fine and imprisonment of not more than 10 years, or both. As indicated, S. 2043 is aimed at those businesses which supply identification documents to the individuals under the age of 21 by mail.

We believe that S. 2043 is a proper use of the constitutional power of Congress to regulate the Postal Service. We support its enactment and suggest two changes, which we consider to be relatively minor.

First, in our view, the proposed penalty seems too high. It is equivalent to that contained in section 1717 of title 18, United States Code, which relates to nonmailable matter primarily involving violations affecting national security. We suggest that the penalty provision of section 1716(a) of title 18, United States Code; namely, a fine of not more than $1,000, or imprisonment of not more than 1 year, or both, would be an appropriate model.

We point out we can envision prosecutions involving multiple counts which would provide greater sentencing options to the judge.

We note that H.R. 6105, the House version of S. 2043, contains the lesser penalty.

Our second concern centers upon the impact this bill could have on undercover operations and witness protection functions of the Nation's new enforcement and intelligence agencies. While most identification generated for such activities would not involve individuals under the age of 21, theoretically some could. Hence, we believe an exemption for such activities should be added and we have included in our formal statement a proposed exemption.

Senator LAXALT. Has that been accepted on the House side, or do you know?

Mr. RICHARD. I don't recall.

Senator LAXALT. I think it is appropriate.

Senator Humphrey, you have heard the testimony in connection with that. Would you have any problem with that?

Senator HUMPHREY. I am agreeable to that.

Mr. RICHARD. Finally, it is suggested that definitions contained in H.R. 6105 and the corresponding changes of the text of subsections (a), (b), and (c) may add more clarity to S. 2043 and the subcommittee may wish to utilize that approach.

With respect to S. 1924, that would bar the interstate transportation of any identification document that was false or altered without regard to the age of the holder. S. 2043's application would, however, still be needed on the furnishing of any nongovernment identification document bearing the true name of the individual but not his true age.

This concludes my summary, Mr. Chairman. I would be pleased to answer any questions you may have.

Senator LAXALT. I appreciate it, General. I think your suggestions are worthwhile and I will take them up with the sponsor, Senator Humphrey. I don't think there will be any particular problem in connection with the suggestions you have made.

We have had less than outstanding success in processing the Criminal Code this year consistent with our record of past years, but as you know now, we have taken salient portions of that bill and we now have on this side a Violent Crime and Drug Control Act. Do you think this piece of legislation might be included there?

Mr. RICHARD. I am a little concerned that it might be taking on more and more into that——

Senator LAXALT. We don't want to load any baggage on it, but I was thinking more in terms of the limited time we have available this session.

I think this is important legislation, and procedurally we could be in difficulty. Obviously that would be a vehicle which seems, at this point to be in pretty good shape on this side. Perhaps we could amend the Violent Crime and Drug Control Act. I just don't know. I would like a reading from Justice on that.

Mr. RICHARD. I can certainly get back to you, Senator, with a formal reading. Certainly the legislation is relevant. False identification plays a significant role in the illicit drug traffic that we are experiencing, so it is certainly not something unrelated.

Senator LAXALT. It would not be totally ungermane. Let's talk about that, and Senator Humphrey, I think as we are moving forward on the other act, as you probably know, the proposal didn't quite fly. We have distilled it now and have a new act which we hope to process.

In terms of a vehicle, considering the load we have within the committee, we have all kinds of pending matters sitting in this committee, and most of them are must-type pieces of legislation, we may take a look at it. I don't want to burden the other, that is for certain, but this might be something we might consider procedurally.

Senator HUMPHREY. My concern and wish is simply that this matter be dealt with and go on to something else. I would point out that while I realize the full committee is very busy, that this bill, this proposal, has no known opposition except for the manufacturers, and they weren't willing to talk about it.

So I don't regard that as much opposition. It seems pretty noncontroversial, and I wouldn't think it would tie up the committee too much.

Senator LAXALT. Noncontroversial things have a history of changing somewhat. I don't know that that would apply here, Senator Humphrey. I know what you are saying.

Do you have anything more to offer, gentlemen?

Mr. RICHARD. No. Thank you.

Senator LAXALT. Thank you. You have been very helpful. We will stay in touch.

I have been advised that Senator Dole has questions to address to you in writing with respect to this legislation. Expect to receive those shortly. We appreciate your coming in.

[The prepared statement and additional submissions of Mr. Richard follow:]

PREPARED STATEMENT OF MARK M. RICHARD

My name is Mark Richard. I am a Deputy Assistant Attorney General in the Criminal Division of the Department of Justice.

It is a pleasure for me to appear before you today to testify on behalf of the Administration concerning two bills - S. 2043 and S. 1924 - which address the serious problem of false identification which continues to confront the nation.

While I understand the focus of this hearing is S. 2043, I would also like to bring to the attention of the Subcommittee the need for passage of S. 1924 - the "False Identification Crime Control Act of 1981" with certain modifications. The Department of Justice has recently suggested that the same changes be made to H. R. 352, a nearly identical House bill. To facilitate the Subcommittee's understanding of S. 1924, I have attached to my statement a section-by-section analysis of S. 1924 as well as our suggested changes to it.

The growing Congressional concern about the false identification problem is demonstrated by this hearing, a similar hearing on May 5, 1982 by the Subcommittee on Crime of the House Judiciary Committee, and the extensive hearings on the false identification problem commenced yesterday by the Senate Permanent Subcommittee on Investigations.

In November 1976, the Federal Advisory Committee on False Identification (FACFI), after two years of careful study of the false identity problem concluded:

> The criminal use of false identification is a multibillion dollar national problem. A growing army of criminals and fugitives is using a screen of false credentials in welfare fraud, illegal immigration, drug trafficking, passing bad checks and phony credit cards, and in hundreds of other crimes. These crimes have one thing in common: the taxpayer picks up the tab. Every American man, woman and child pays the price in taxes, the cost of goods, and in human suffering and tragedy caused by the success of false identification crimes.

> False identification is a criminal's best friend. With it, criminals can appear and disappear at will by creating fictitious "paper people." Often victims are not even aware they have been victimized. The exploding use of false identification must be stopped.

As noted by the Federal Advisory Committee on False Identification, fraudulent documents are essential to a broad range of criminal schemes. For example, false identification is relied upon by many of the large drug rings importing narcotics into the country; by perpetrators of the check, credit card and securities frauds which cause losses of billions of dollars per year; by individuals engaging in the various frauds against the government which divert billions of tax dollars; by escaped prisoners and fugitives from justice; by illegal immigrants; and by criminals committing offenses ranging from confidence games to larceny. Moreover, false identification is often utilized by agents of foreign powers operating in the United States and particularly by members of terrorist organizations.

The problem of false identification is demonstrably national in scope and serious in its effects. Nonetheless, existing federal laws do not provide effective tools with which federal law enforcement officials can combat the manufacture, transfer, possession and use of false identification documents. Moreover, the States have little authority or power to control or protect any more than their own identification documents. Even here they are unable to control counterfeiting or criminal use of their documents beyond their own borders. In addition, most state laws punish only the use of a false identification document. Thus, the false identification documents have to be used in the commission of a criminal offense before local law enforcement can act. Federal legislation is, therefore, needed.

While the Department has no more recent comprehensive statistics than those compiled in the FACFI study, we have every reason to believe that the false identification problem continues. With the increased number of illegal aliens, international terrorists, and rings of drug smugglers, in recent years, problems may even have worsened.

S. 1924 is similar in many respects to a bill suggested by FACFI to deal with these problems at the federal level. While the Department of Justice believes S. 1924 is broader and more desirable than S. 2043, that bill is also worthy of our support with certain changes.

S. 2043 would amend chapter 83, title 18, United States Code, which deals with the Postal Service, to include a new section 1738, entitled"Identification document bearing a false birthdate." The new section prohibits using the United States mail to send any documents intended for identification purposes without first verifying the birthdate of the person who is purportedly being identified. The means of obtaining verification are enumerated in the bill. Affirmative defenses include a showing that: (1) the birthdate is correct, (2) the person identified is over 21 years of age, and (3) the identification was mailed in the normal course of routine business by any government entity, or any physician, clinic, or hospital licensed within a state. The section provides for criminal sanctions of up to a $5,000 fine or imprisonment for not more than ten years, or both. The bill also makes any such document bearing a false birthdate non-mailable matter under 39 U.S.C. 3001.

S. 2043 is aimed at those businesses which supply identification documents to individuals under the age of 21 by mail. Its primary concern is to prevent those persons not old enough to purchase alcoholic beverages legally from obtaining false identification to facilitate such purchases. While the Criminal Division has no statistics which indicate how often such false identification is obtained and used by underage drinkers, we do know that such activity does occur. State and local authorities can certainly provide a better appraisal of the misuse. Drunk driving is a serious national problem and to the extent youthful drivers contribute to the problem, S. 2043 is desirable. We believe that S. 2043 is a proper use of the Constitutional power of Congress to regulate the postal service. We support its enactment, but suggest two changes.

First, the proposed penalty seems too high. It is equivalent to that contained in 18 U.S.C. 1717, which relates to non-mailable matter primarily involving violations affecting national security. We suggest that the penalty provision of 18 U.S.C. 1716A namely, a fine of not more than $1,000, or imprisonment of not more than one year or both, would be a more appropriate model. In cases of violation of this section by large scale commercial distributors of false documents, several counts could be brought in a prosecution to ensure that, upon conviction, an appropriate punishment could be imposed by the court. We note that in H. R. 6105, the House version of S. 2043, the lesser penalty was provided.

Our second concern centers upon the impact that this bill could have upon undercover operations and witness protection functions of the nation's law enforcement and intelligence agencies. While, admittedly, most identification generated for such activities would not involve individuals under the age of 21, some could. Hence, we believe a new paragraph (d) should be added to section 1738 to read as follows:

> (d) Nothing contained in this section shall apply to any authorized investigative, protective, or intelligence activity of any federal, state, or local law enforcement agency or any federal intelligence agency.

Finally, it is suggested that definitions contained in subsection 1738(d) of H. R. 6105, and the corresponding changes to the text of subsections (a), (b) and (c), may add more clarity to this legislation.

We view S. 2043 as a measure dealing primarily with the youthful drinking problem. While this is a laudable objective, we do note that if S. 1924 were enacted, it would add a new section 1029(b) of title 18, United States Code, which would bar the interstate transportation of any state identification document which was falsely made, forged, counterfeited, or altered without regard to the age of the holder. The protection of S. 2043 would still be needed to cover the furnishing of any non-governmental identification document bearing the true name of the individual but not his true age.

The most important advantage of S. 1924 is that it consolidates in a single statute those criminal misuses of identification which can best be dealt with at the federal level. It gives the prosecutor a simple tool. It plugs existing gaps in the law. It aids local law enforcement. It provides meaningful penalties. It also focuses prosecutive attention on the manufacturers and distributors of false identification as it is aimed at the traffickers in these documents - not just their users.

This concludes my prepared remarks. I would be pleased to answer any questions you may have.

* * *

Section by Section Analysis of S. 1924 "False Identification Crime Control Act of 1981"

The bill would add two new sections to Chapter 47 of title 18 which governs fraud and false documents. The new § 1028(a) would prohibit the use or supplying of identification or documentation known (1) to be false or (2) to evidence the birth, identity, or entry into the United States of a person other than the person intended to be documented thereby, for the purpose of obtaining an official identification document or paper of the United States. The new section 1028(b) would also prohibit travel in or use of the facilities of interstate or foreign commerce or of the mails to transmit or deliver false information or documentation for the purpose of obtaining any identification document or identification paper of a State.

Punishment for a violation of § 1028 would be a fine of up to $10,000, or imprisonment of up to five years, or both.

The new § 1029 consists of three subsections. Subsection 1029(a)(1) would prohibit the fabrication, forgery, counterfeiting, alteration or unlawful use, for monetary or other consideration, of an official identification document or paper of the United States. Subsection 1029(a)(2) would prohibit the fabrication, forgery, counterfeiting, alteration or unlawful use, for monetary or other consideration, of a state identification document for the purpose of obtaining any official identification document or paper of the United States. Section 1029(a)(3) would punish the sale, transfer or other delivery, for consideration, of any false identification document of the United States or of any state knowing it to be intended for use in obtaining an official identification document of the United States.

Section 1029(b), which could be the most important feature of the bill, would reach the travel in, or use of the facilities of interstate or foreign commerce, or use of the mails, to move any knowingly false identification document of the United States or of any State. */ Section 1029(c) would prohibit the actual or attempted receipt, possession, or unlawful use, with the intent to defraud, of any false United States identification document or any false state identification document being used or intended to be used to obtain an official United States identification document. As with § 1028, a violation of any of the provisions of §1029 would be punishable by a fine of up to $10,000, or imprisonment for up to five years, or both.

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*/ In McElroy v. United States, _____ US ____, (No. 80-6680, decided March 23, 1982), the Supreme Court broadly construed the scope of the term "interstate commerce" as used in 18 U.S.C. 2314 to cover a forged check which had been transported from Ohio to Pennsylvania even though it was not clear in which State the check had actually been forged. The Congress may wish to indicate in the legislative history that it likewise desires for this legislation the broad interpretation of interstate commerce permitted by McElroy.

Section 3 of the bill would exempt from the coverage of the measure any technical violations arising from (1) the authorized protection by federal law enforcement officials of certain witnesses, and (2) investigative and intelligence activities carried out by authorized agents of federal, state and local governments. In regard to the first exemption, the federal witness protection program is authorized by law, and often requires relocation and establishment of new identities for witnesses and their families to prevent reprisals by dangerous criminals. As for the investigative and intelligence functions exemption, undercover law enforcement activities sometimes require temporary use of identification documents by government agents.

* * *

Suggested Changes to S. 1924 "False Identification Crime Control Act of 1981"

There are two provisions of S. 1924 as currently drafted which we feel should be clarified. They are sections 1029(a)(3) and 1029(c). We suggest that the former be split into two subsections and that the latter have two clauses to reflect accurately the differences under the bill between federal and state identification documents. There would be no change in the substance of these provisions.

It is suggested that section 1029(a)(3) be rewritten as follows:

> "(3) sells, transfers, or otherwise delivers any official document or paper of the United States, or any agency or department thereof, involving an element of identification, knowing such document or paper to have been falsely made, forged, counterfeited, or altered, or
>
> (4) sells, transfers or otherwise delivers any official document or paper of any state (including any political subdivision thereof) or any agency or department thereof, involving an element of identification, knowing such document or paper to have been falsely made, forged, counterfeited, or altered and that such document or paper is being or is intended to be used to obtain an official document

> or paper of the United States, or any agency or department thereof, involving an element of identification, shall be fined not more than $10,000, or imprisoned not more than five years, or both."

It is suggested that section 1029(c) be written as follows:

> "(c) Whoever, with the intent to defraud, receives, possesses, uses, furnishes or attempts to receive, possess, use or furnish to another, any falsely made, forged, counterfeited, or altered
>
> (1) document or paper purporting to be of the United States or any agency or department thereof, involving an element of identification, or
>
> (2) document or paper purporting to be of any state (or any political subdivision thereof), or of any agency or department thereof, knowing that such document or paper is being used or is intended for use in obtaining any official document or paper of the United States, or any agency or department thereof, involving an element of identification, shall be fined not more than $10,000, or imprisoned not more than five years, or both."

We would suggest that the bill could be further improved by using a series of definitions. We would suggest that the terms "United States identification document," "State identification document," and "element of identification" be defined. The use of these terms would shorten the bill and improve its clarity. Accordingly, we suggest that the following paragraph be added to one of the sections and that appropriate changes be made to the sections to reflect this suggestion.

> "( ) As used in sections 1028 and 1029 the term -
>
> (1) "United States identification document" means any official document or paper of the United States, or any agency or department thereof, involving an element of identification.
>
> (2) "State identification document" means any official document or paper of any State (including any political subdivision thereof), or any agency or department thereof, involving an element of identification.
>
> (3) "element of identification" includes but is not limited to, an individual's name, address, date or place of birth, physical characteristics, photograph,

> fingerprints, employer, profession, occupation, or any unique number assigned to an individual by any federal or state governmental entity."

These first two definitions are self-explanatory and come from the present language in S. 1924. The last definition clearly shows that a social security card or "work authorization card" would also be covered by the bill.

We believe the words "for monetary or other consideration" in section 1029 add an unnecessary element which is unsuited to the purposes of this statute, and should be deleted. As presently drafted, section 1029 would be inapplicable in the absence of money or another thing of value being exchanged. It would not, for example, apply to a terroristic group counterfeiting or distributing false identification documents to its own members.

Because S. 1924 includes those situations where the United States government is itself the victim, the bill should have extraterritorial application. We urge that the Congress remove any possible doubt that may arise by expressing its intent that the bill have extraterritorial applicability. And while there will be some overlap with the 100 or so existing fedral criminal statutes relating to false identification, the overlap will not create any Constitutional problem.

Finally, it appears that on line 9 of page 5 in Section 3 the words "activities of law enforcement or intelligence" have been inadvertently deleted from between the words "intelligence" and "agencies." We suggest that these words be restored to the bill.

* * *

Summary of Testimony

-- False identification remains a serious national law enforcement problem.

-- S. 2043 is a laudable measure which would prohibit the mailing of identification documents bearing a birth date of a minor without verifying its accuracy. Congress has the constitutional authority to preclude the mailing of such items.

-- The Department of Justice urges that S. 1924 - the False Identification Crime Control Act of 1981" - also be given favorable consideration by the Congress. To a large extent the passage of S. 1924 would cover a significant portion of the problem addressed by S. 2043.

-- The Department of Justice suggests certain changes to both S. 1924 and S. 2043. If these changes are made, the Department supports the enactment of both bills.

FEDERAL STATUTES RELATING TO THE USE OF FALSE IDENTIFICATION

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Agriculture (Warehouses)	7 Sec. 270	Use of forged, altered, counterfeited, simulated license, receipt, or certificate to obtain a loan or convert to his own use goods stored in licensed warehouses for which licensed receipts have been issued.	$10,000 fine or 10 years or both or fine double the value of converted goods if over $10,000 and owner of goods may be reimbursed out of fine.
Agriculture	7 Sec. 499	Making false statement for a fraudulent purpose in connection with transaction involving perishable agricultural commodity received in Interstate Commerce.	$500 fine - 1 year or both. Civil liability to injured party suspend or revoke license of merchant or dealer.
Agriculture	7 Sec. 511	Tobacco inspector issue false certificate.	$10,000 fine or 1 year or both.
Agriculture	7 Sec. 473c-1	Causing to be issued false certificate of classification of cotton.	$1,000 fine or 1 year or both.
Agriculture	7 Sec. 85	Grain inspector issuing false or incorrect certificate.	Suspension, revocation, or refusal to renew license.
Agriculture (Commodities)	7 Sec. 9	Made false statement or willful omission of material fact in registration application or report required under this chapter.	Loss of contract market trading privileges, suspension or revocation of registration. Civil fine of up to $100,000 per violation.
Agriculture (Commodities)	7 Sec. 12a	Gives Commission right to refuse to register any person who willfully makes a material false statement or willfull omission of a material fact in application for commodities license.	Refusal of registration.
Agriculture	7 Sec. 615 (6-3),(3)	Counterfeiting or possession of counterfeit tax payment warrant, stamp, tag, or other means of identification, or makes false statement in application for such warrant, or selling, using or possessing material for illegal manufacture of such items.	$5,000 fine, 5 years or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Aliens	18 Sec. 1423	Misuse of any fraudulently obtained evidence of citizenship or naturalization.	$5,000 fine, 5 years, or both.
Aliens	8 Sec. 1300	Filing application for registration containing knowing false statements or procuring registration through fraud.	$1,000, 6 months, or both
		Counterfeiting alien registration, alien registration receipt card, or likeness.	$5,000, 5 years, or both.
Aliens	8 Sec. 1182	Procuring visa or other documentation by fraud.	Loss of eligibility for visa and deportment.
Aliens	8 Sec. 1251	Entering into a marriage contract with intent to evade immigration laws.	Loss of eligibility for visa and deportment.
Aliens	18 Sec. 1428	Failure to surrender cancelled certificate of naturalization upon 60 day notice by the court for	$5,000 fine, 5 years, or both.
Aliens	8 Sec. 1353	Knowingly making false statements under oath or give false evidence before immigration officer or employee.	Guilty of perjury under 18 USC Sec. 1621.
Aliens	18 Sec. 2424	File false statement with INS about an alien female brought into U.S. for the purpose of prostitution.	$2,000 fine, 2 years, or both.
Aliens	8 Sec. 1185	Knowingly making a false statement in application to enter or deport from U.S. during war or national emergency.	$5,000 fine, 5 years, or both.
Armed Forces	10 Sec 932 Art. 132	Any person subject to this chapter who knowingly makes a false claim or who for the purpose of gaining approval, allowance, or payment of such false claim makes or uses a false oath, statement paper, or writing or forges or counterfeits any signature on any paper.	Court Martial.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Agriculture (Farm Labor Contractors)	7 Sec. 2044	Knowingly has made false statements in an application for a certificate of registration.	Refuse to issue or renew certificate of registration, revoke or suspend same.
Agriculture (Wheat)	7 Sec. 1379	Counterfeits or fraudulently possesses or uses a counterfeit marketing certificate.	$10,000 fine, 10 years, or both.
Aliens	18 Sec. 1425	Knowingly issues, procures, obtains or applies for any certificate or evidence of naturalization or citizenship for himself or another.	$5,000 fine, 5 years, or both.
Aliens	18 Sec. 1426	Counterfeiting, issuing, possessing, or selling any certificate or evidence of naturalization or citizenship or the materials or equipment to produce such certificates or evidence.	$5,000 fine, 5 years, or both.
Aliens	18 Sec. 1427	Unlawful sale of citizenship papers.	$5,000 fine, 5 years, or both
Aliens	18 Sec. 1015	Knowing use of certificate of arrival, declaration of intention, certificate of naturalization, certificate of citizenship and other documentary evidence of naturalization or of citizenship obtained by fraud. False statements under oath in any case, proceeding or matter related to naturalization or citizenship.	$5,000 fine, 5 years, or both.
Aliens	8 Sec. 1325	Illegal entry into U.S. by alien by evading immigration inspection or by willfully making a false statement or misleading representation or concealment of a material fact.	First offense--$500 fine, 6 months or both; 2nd or subsequent offense--$1,000 fine, 2 years, or both.
Aliens	18 Sec. 1424	Impersonation or use of a fictitious name in any naturalization or citizenship proceeding.	$5,000 fine, 5 years, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Armed Forces	10 Sec. 907 Art. 107	Any person who signs, with intent to deceive, any false record, return, regulation, order, or other official document knowning it to be false or knowingly makes false official statement.	Court Martial
Armed Forces	10 Sec. 6292	Minors enlisted upon false statement of age.	Discharge with pay and allowances with appropriate form of discharge--accountable to his service record.
Armed Forces (Coast Guard)	14 Sec. 473	Minors enlisted under false statement of age.	Discharged with pay and allowances and discharge certificate appropriate to service record.
Bankruptcy	18 Sec. 152	Knowingly and fraudulently conceals, destroys, mutilates, falsifies or makes a false entry in any document affecting or relating to the property or affairs of a bankrupt.	$5,000 fine, 5 years, or both.
Commerce (Credit Cards)	15 Sec. 1644	Fraudulent use of a credit card in a transaction $5,000 or more, affecting interstate or foreign commerce.	$10,000 fine, 5 years, or both.
Commerce (Tariff Commission)	19 Sec. 1919	Knowingly making a false statement to influence the Secy. of Commerce or to obtain money, property or anything of value under this part.	$5,000 fine, 2 years, or both.
Commerce (Securities Exchange)	15 Sec. 77ff.	Willfully making false statements in any report, application or other document required to be filed under this Chapter.	$10,000 fine, 2 years, or both--except if violator is an exchange--$500,000 fine.
Commerce (Investment Co.'s)	15 Sec. 80a.-48	Willfully making false or misleading statements in any application, report, account, record or other documents required under this chapter.	$10,000 fine, 2 years, or both.
Commerce (Small Business)	15 Sec. 687a.	Knowingly making false statements in any written statement required under this subchapter for the purpose of obtaining the license.	Suspension or revocation of the license.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Commerce (Utility Holding Companies)	15 Sec. 792-3	Knowingly making false statements or entries in any application, report, document, account, or record filed under this chapter's rules or regs. or alters or falsifies the same.	$10,000 fine, 2 years, or both--except if violation be by a holding company--$200,000 fine.
Copyrights	2 Sec. 142 b. & d.	Officers and employees of Library of Congress accountable to Government for incorrect payments resulting from false, inaccurate, or misleading certificate made by him.	Civil liability.
Counterfeiting and Forgery	18 Sec. 506	Falsely makes, forges, counterfeits, mutilates or alters the seal of any U.S. department or agency or uses, affixes, or impresses such seal on any certificate, instrument, commission, document, or paper of any description or possesses such seal with fraudulent intent.	$5,000 fine, 5 years, or both.
Counterfeiting and Forgery	18 Sec. 642	Embezzles or steals any tools or materials to counterfeit any document, or paper issued by the U.S. (equipment, paper, and blank forms included).	$5,000 fine, 10 years, or both.
Counterfeiting and Forgery	18 Sec. 493	Knowingly passing, uttering, or publishing any note, bond, debenture, coupon, obligation, instrument or document falsify made forged, counterfeited or altered.	$10,000 fine, 5 years, or both.
Counterfeiting and Forgery	18 Sec. 499	Counterfeiting, forging, or altering military pass or permit or fraudulent use or possession or false personation or loaning pass for unauthorized use.	$2,000 fine, 5 years, or both.
Counterfeiting and Forgery	18 Sec. 498	Forging, counterfeiting, altering or uses, possesses, or exhibits and military or naval discharge certificates knowing the same to be false.	$1,000 fine, 1 year, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Counterfeiting and Forgery	18 Sec. 505	Forging signature or seal of any judge, registrar or other officer of any court of U.S. for the purpose of authenticating any proceeding or document or tendering such into evidence.	$5,000 fine, 5 years, or both.
Counterfeiting or Forgery	18 Sec. 500	Passing, uttering or publishing forged or altered money order knowing material signature or endorsement to be false or any material alteration to have been made.	$5,000 fine, 5 years, or both
Counterfeiting and Forgery	18 Sec. 495	Falsely makes, alters, forges or counterfeits any deed, power of attorney, order, certificate, receipt, contract, or other writing, for the purpose of obtaining or receiving for himself or another person from U.S. any money or with intent to defraud the U.S.	$1,000 fine, 10 years, or both.
Counterfeiting or Forgery	18 Sec. 494	Falsely makes, alters, or counterfeits any bond, bid, proposal, contract, guarantee, security, official bond, public record, affidavit, or other writing for the purpose of defrauding the U.S. or transmits or presents such writing to any officer of the U.S. knowing it to be false.	$1,000 fine, 10 years, or both.
Counterfeiting or Forgery	18 Sec. 507	Counterfeiting ship's papers, certificate of ownership, pass or clearance granted vessel under U.S. authority or the knowingly uttering, publishing or use of such fraudulent papers.	$1,000 fine, 3 years, or both.
Counterfeiting and Forgery	18 Sec. 1158	Counterfeiting Indian Arts and Craft Board trade mark.	$500 fine, 6 months, or both--enjoinder.
Customs	18 Sec. 545	Smuggling goods into U.S. by means of false invoice or other document or paper, or knowing possession or handling of such goods.	$10,000 fine, 10 years, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Customs	18 Sec. 542	Importing or introducing goods into the U.S. by means of false invoice, declaration, affidavit, letter, paper, or by means of any fraudulent statement, written or verbal without reason to believe such statement or willful omission of any material fact in such statement or document.	$5,000 fine, 2 years, or both.
Customs	19 Sec. 1592 C.R. 18 Sec. 542	Introducing goods into U.S. by means of false statement or any false invoice, declaration, affidavit, letter, paper or any fraudulent practice or application.	Forfeiture of related goods.
Customs	19 Sec. 2316	Knowingly makes a false statement of material facts to obtain or increase any payment for adversely affected workers who require retraining or replacement under section 19 Sec. 2311.	$1,000 fine, 1 year, or both.
Draft Classification Cards	50 APP Sec. 462	Knowingly transfers; delivers; possesses; forges; alters; destroys; mutilates; changes; photographs; prints or copies a likeness of any certificate issued pursuant to this title for the purpose of aiding the making any false identification or representative (covers registration certificate, alien's certificate of non-residence, etc.)	$10,000 fine, 5 years, or both.
False Personation	18 Sec. 914	Impersonates person entitled to any annuity, dividend, pension, wages, or other debit due from U.S. and transfers or receives the money of such person.	$5,000 fine, 5 years, or both.
False Personation	18 Sec. 912	Impersonating officer or employee of the U.S.	$1,000 fine, 3 years, or both.
False Personation	18 Sec. 913	Impersonating officer, agent, or employee of the U.S. and detains, arrests or makes illegal search.	$1,000 fine, 3 years, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
False Personation	18 Sec. 911	Impersonating U.S. citizen.	$1,000 fine, 3 years, or both.
False Personation	18 Sec. 917	Impersonating Red Cross members or agents for the purpose of soliciting, collecting, or receiving money or material.	$500 fine, 1 year, or both.
False Personation	18 Sec. 915	Impersonating with intent to defraud the U.S., a diplomatic, consular or other official of a foreign government duly accredited as such to the U.S. and obtains money, paper, document or other thing of value.	$5,000 fine, 10 years, or both.
False Personation	18 Sec. 916	Impersonating 4-H Club members or agents with intent to defraud.	$300 fine, 6 months, or both.
Federal Grants	42 Sec. 3792	Knowingly and willfully falsifies or conceals a material fact in application for or records required under an LEAA Grant.	Subject to prosecution under 18 Sec. 1001 USC.
Federal Grants (Economic Opportunity Act)	42 Sec. 2703	Employee of program under this chapter obtains money from a grant or contract of assistance by fraud.	$1,000 fine, 1 year, or both.
Foreign Relations (Foreign Agents)	22 Sec. 612 22 Sec. 618	Willful false statement or omission of a material fact in registering as an agent of a foreign power.	$10,000 fine, 5 years, or both.
Foreign Relations (Notarizations)	22 Sec. 1203	Forging or counterfeiting the seal or signature of the Secretary of embassy or legation, or consular officer.	$3,000 fine and 1-3 years (misdemeanor).
Fraud	18 Sec. 1001	Whoever, in any matter within the jurisdiction of any department or agency of the U.S. knowingly and willfully falsifies, conceals or covers up by any trick or scheme, or device a material fact, or makes any false, fictitious or fraudulent statement or representations, or makes or uses any false writing or document knowing the same to contain any false, fictitious or fraudulent statement or entry.	$10,000 fine, 5 years, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Fraud	18 Sec. 1002	Knowing possession with intent to defraud the U.S. possesses any false, altered, forged or counterfeit writing or document enabling another to obtain any sum of money from U.S.	$10,000 fine, 5 years, or both.
Fraud	18 Sec. 1017	Fraudulent use of seal of U.S. department or agency or use, sale, procurement, purchase, or transfer of any document, paper or writing upon which such seal has been fraudulently affixed.	$5,000 fine, 5 years, or both.
Fraud	18 Sec. 1018	Knowing issue by public officer of fraudulent certificate or other writing or certificate, etc. with false statement.	$500 fine, 1 year, or both.
Fraud	18 Sec. 1003	Knowingly and fraudulently demands or obtains or transfers, sells, assigns, conveys, any annuity, dividend, pension, wages, gratuity, or other debt of U.S. by virtue of a false, forged or counterfeit power of attorney, authority or instrument.	$10,000 fine, 5 years, or both. Less than $100--$1,000 fine, 1 year, or both.
Fraud (HUD & FHA)	18 Sec. 1010	Making false statement or use of false or counterfeit documents to obtain a loan or an advance of credit from any person, partnership, association or corporation with intent that loan or advance should be offered to HUD or FHA for insurance.	$5,000 fine, 2 years or both.
Fraud	18 Sec. 1016	Authorized officer making false acknowledgement of oath on behalf of U.S.	$2,000 fine, 2 years, or both.
Government Claims and Benefits	18 Sec. 286	Conspiracy to defraud the government by claiming or obtaining payment or allowance of any false or fictitious claim.	$10,000 fine, 10 years, or both.
Government Claims and Benefits	18 Sec. 287	Knowingly making false claim to government.	$10,000 fine, 5 years, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Government Claims and Benefits	31 Sec. 231	Knowingly makes a false claim or presents a false cause for payment or for the purpose of obtaining or aiding to obtain payment of such claim knowingly makes or uses any false bill receipt, voucher, roll, account, claim, certificate, affidavit, or deposition, etc.	$2,000 fine and double damages of U.S.
Government Claims and Benefits (Food Stamps)	7 Sec. 2023	Knowing use, transfer, purchase, alteration, possession, or presentation for payment of unauthorized coupon or authorization to purchase card.	Less than $100, $500 fine, 1 year or both. $100 or more--$10,000 fine, 5 years, or both.
Government Claims and Benefits (Med. Asst. Programs)	42 Sec. 1396(h)	Knowingly and willfully making a false statement or representation of a material fact in any application or determination of rights under any State plan approved under this subchapter or fails to notify the proper authorities in the event of a change in eligibility.	$10,000 fine, 1 year, or both.
Government Claims and Benefits (Supplemental Security Income)	42 Sec. 1382a	Knowingly and willfully making false statement or representation of a material fact in any application or determination of rights or continuation of eligibility for any benefit under this subchapter.	$1,000 fine, 1 year, or both.
Government Claims and Benefits (Old Age, Survivors and Disability Ins)	42 Sec. 408	Knowingly making false statement or representation of a material fact in any application for any benefit, payment or disability determination made under this subchapter.	$1,000 fine, 1 year, or both.
Government Claims and Benefits (Health Insurance)	42 Sec. 1395 (y & nn)	Knowingly and willfully makes or causes to be made any false statement or representation of a material fact in any application or determination of rights or continues to receive benefits knowing that some occurrence has changed his eligibility.	$10,000 fine, 1 year, or both.
Government Claims and Benefits (Unemployment Comp.)	18 Sec. 1919 also Sec. 1920	Knowingly makes a false statement or material representation of fact to obtain or increase unemployment benefits.	$1,000 fine, 1 year, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Government Claims and Benefits (VA Benefits)	18 Sec. 289	False claim or fraudulent misrepresentation of fact in VA Pension Claim.	$10,000 fine, 5 years, or both.
Government Claims and Benefits (VA Benefits)	38 Sec. 3503	Knowingly makes or presents false or fraudulent affidavit, declaration of certificate, statement, voucher or paper concerning any claim for benefits under VA.	Forfeit all rights, claims, and benefits.
Government Claims and Benefits (VA Benefits)	38 Sec. 787	Knowingly make or present false or fraudulent affidavit, declaration, certificate, statement, voucher, or paper, or writing purporting to be such concerning any application for insurance.	$1,000 fine, 1 year, or both. Sworn statement--$5,000 fine, 2 years, or both.
Government Claims and Benefits (RR Unemployment Ins.)	45 Sec. 354 45 Sec. 359	Knowingly making false statement to cause benefits to be paid.	$10,000 fine, 1 year, or both. Loss of benefits during that registration period.
Government Claims and Benefits (RR Retirement)	45 Sec. 228m	Any officer or agent of employer knowingly making or aiding in making a false statement or report under this subchapter for the purpose of causing a payment.	$10,000 fine, 1 year, or both.
Government Claims and Benefits (Worker's Comp. Longshoreman's and Harbor)	33 Sec. 931	Willfully make a false or misleading statement for the purpose of obtaining any benefit or payment under this chapter.	$1,000 fine, 1 year, or both.
Government Employee Benefits (Unemployment Compensation)	5 Sec. 8507	Provides for repayment of compensation resulting from false statements or (knowing) failure to disclose as material fact.	Repayment required or deduct from future payments.
Government Employee Benefits	5 Sec. 8315	Right of government to refuse retirement or annuity pay to employee who made a material false statement in his employment application.	Lose benefits.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Government Claims and Benefits (Employees outside U.S.)	42 Sec. 1713	Knowingly make a false statement or representation of a material fact in any application for any payment of benefits under this subchapter.	$1,000 fine, 1 year, or both.
Government Claims and Benefits (VA Benefits)	38 Sec. 1780	False statements to defraud VA with complicity between educational institution and veteran or person.	Refer to A.G. for appropriate action.
Government Claims and Benefits (Post Office)	18 Sec. 288	Knowing false claim for loss of any registered, or other article or matter or the contents thereof.	$500 fine, 1 year or both--if claim is under $100 only a fine shall be imposed.
Health & Safety (Coal Mines)	30 Sec. 819	Knowingly makes a false statement, representation or certification in any application, report, record plan, or other document filed under this chapter.	$10,000 fine, 6 months, or both.
Health and Safety (OSHA)	29 Sec. 6666	Knowingly makes a false statement, representation or certification in any application, report, record, plan or other document filed under this chapter.	$10,000 fine, 6 months, or both.
Health and Safety	42 Sec. 1857-c-8	Knowingly makes a false statement representation, or certification in any application, record, report, plan or other document or who falsifies, tampers with, or knowingly renders inaccurate any monitoring device...	Fine not more than $10,000 or jail--6 months or both.
ID Cards	18 Sec. 701	Manufacture, sale, or possession of any badge, identification card or other insignia used by any department of the U.S. or any colorable imitation photograph, print, or any other means of making a likeness thereof.	$250 fine, 6 months, or both.
Identification Documents (Merchant Seamen Certificate of Identification)	46 Sec. 643	Regulates issue of and provides penalties for making false statements in application for Merchant Seaman's continuous discharge book and certificate of identification.	$1,000 fine, or 1 year (for false statement)

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Identification Documents Seamen	18 Sec. 2197	Manufacture, forgery, alteration, sale, transfer, knowing use or exhibition, or possession without lawful excuse of a federal certificate, license or document issued to vessels, officers, or seamen by any officer or employee of the U.S.	$5,000 fine, 5 years, or both.
Internal Security (Organization Registration)	18 Sec. 2385	Knowingly making false statements or material omissions of fact in required registration under this chapter.	$20,000 fine, 20 years, or both. 5 years ineligible as government employee.
Passport and Visas	18 Sec. 1543	False making, forgery, counterfeiting, mutilation, alteration, use , or furnishing for another's use of any passport.	$2,000 fine, 5 years, or both.
Passports and Visas	18 Sec. 1546	Counterfeiting, altering, use or possession of fraudulent visas, permits, and other entry documents or the equipment or materials to manufacture them.	$2,000 fine, 5 years, or both.
Passports and Visas	18 Sec. 1542	Willfull making of a false statement in an application for a passport.	$2,000 fine, 5 years, or both.
Passport and Visas	18 Sec. 1544	Wrongful use of a passport of another or in violation of the conditions or restrictions therein contained.	$2,000 fine, 5 years, or both.
Passports and Visas	18 Sec. 1541	Knowing issuance by official to person not owing allegiance to U.S. or by person impersonating official.	$500 fine, 1 year, or both.
Perjury	18 Sec. 1621	Knowingly making false statement under oath.	$2,000 fine, 5 years, or both.
Records and Reports	18 Sec. 641]	Embezzles, steals, purloins, or knowingly converts, sells, conveys, or disposes any record, voucher, money, or thing of value of U.S. or receives, retains or conceals the same knowing it to have been embezzled, stolen, etc.	$10,000 fine, 10 years, or both. Less than $100--$1,000 fine, 1 year, or both.

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SUBJECT AREA	CITATION	OFFENSE	PENALTY
Records and Reports	18 Sec. 2071	Willfull concealment, removal, mutilation, obliteration or destruction (or falsification by custodian of record) of any record, paper, document, filed with U.S. court or public office.	$2,000 fine, 3 years, or both (loss of eligibility for public office if custodian)
Regulated Substances (Explosives)	18 Sec. 842	Knowingly make false statement or material omission or to furnish or exhibit any false, fictitious, or misrepresented identification, intended or likely to deceive for the purposes of obtaining explosive materials or a license, permit, exemption or relief from disability under this chapter.	$10,000 fine, 10 years, or both.
Regulated Substances (Firearms)	18 Sec. 922 & 18 Sec. 924	Make any false statement oral or written or to furnish or exhibit any false fictitious or misrepresented identification to acquire any firearm or ammunition from a licensed manufacturer, licensed dealer, or licensed collector.	$5,000 fine, 5 years, or both for false statement; $10,000 fine, 10 years, or both for intent to use to commit crime; 1-10 years for use in commission of a felony; 2-25 years for subsequent use in commission of a felony; no sentence may run concurrently with the felony sentence nor can the sentence be suspended or probationary in the case of a second or subsequent offense.
Regulated Substances (Firearms)	18 Sec. 923	Willful false statements or failure to disclose a material fact in connection with license issued under this section.	$5,000 fine, 5 years, or both.
Regulated Substances (Firearms)	26 Sec. 5861	Making a false entry on any application required in this chapter (firearms).	$10,000 fine, 10 years, or both.
Regulated Substances (Food & Drugs)		Forging or altering, etc., any official device mark or certificate which indicates official U.S. meat inspection.	$1,000 fine, 1 year, or both--distribution, adulterated food or intent to defraud--$10,000 fine, 3 years, or both.

SUBJECT AREA	CITATION	OFFENSE	PENALTY
Regulated Substances (Food & Drugs)	21 Sec. 458	Forging any official device, mark, or certificate which indicates official U.S. poultry inspection or alter official devices, mark or certificates.	$1,000 fine, 1 year, or both--if intent to defraud $10,000 fine, 3 years, or both.
Regulated Substances (Food & Drug)	21 Sec. 1037	Forging or altering etc. any official device, mark, or certificate which indicates official U.S. egg products inspection.	$1,000 fine, 1 year, or both, distributing of adulterated food or intent to defraud--$10,000 fine, 3 years or both.
Tax	26 Sec. 7206	Knowingly making material false statements on income on any return, statement or other document which is verified by a written declaration made under the penalty of perjury.	$5,000 fine, 3 years, or both--statute of limitations 6 years (26 Sec. 6531)
Tax	26 Sec. 7207	Willfully, and knowingly making a false statement or presents fraudulent or false documents to the Secy. or his delegate.	$1,000 fine, 1 year, or both--Statute of limitations 6 years (25 Sec. 6531)
Transportation (Pilot's Licenses)	49 Sec. 1472	Knowingly and willfully forges, counterfeits, or alters any certificate authorized to be issued under this chapter.	$1,000 fine, 3 years, or both.
Transportation (Ship's Papers)	19 Sec. 1581	Any master of a vessel knowingly presenting forged, altered or false document or paper to the examining officer.	$500-$5,000 fine.
Transportation (Shipping)	46 Sec. 62	Knowingly makes, utters or publishes any false Mediterranean Passport or certificate of registry or knowingly avails himself of such documents.	$5,000 fine
Voter Registration	42 Sec. 1973(i)	Knowingly and willfully giving false information as to name, address, or period of residence for the purpose of residence for the purpose of establishing his eligibility to register or vote, falsifying, making or using fraudulent documents within jurisdiction of the examiner.	$10,000 fine, 5 years, or both.

Senator **Laxalt**. I would like to make part of the record a letter that we have just received from Congressman Henry Hyde, in which he indicates that he just learned that he will be chairing a subcommittee, and so forth, with reference to this issue. He has prepared a statement for the hearing record. That will be done. The letter, together with the statement, has been made part of the overall record.

[The letter, prepared statement, and material received from Representative Hyde follow:]

HENRY J. HYDE
6TH DISTRICT, ILLINOIS

COMMITTEES:
JUDICIARY
FOREIGN AFFAIRS

1203 LONGWORTH HOUSE OFFICE BUILDING
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(202) 225-4561

Congress of the United States
House of Representatives
Washington, D.C. 20515

June 15, 1982

Honorable Paul Laxalt
United States Senate
Washington, D.C. 20510

Dear Paul:

I have learned that you will be chairing the Subcommittee on Criminal Law hearing tomorrow morning on the subject of false identification documents, and it is in that connection that I write you at this time.

As the House sponsor of legislation that would greatly improve our laws with regard to false ID documents, I have been working hard to gain interest in this issue. I have, therefore, prepared a statement which I would appreciate your submitting for the hearing record.

I share your hope that this Congress will finally see the enactment of false ID legislation -- an issue which has been largely ignored for far too long.

With warmest personal regards,

Cordially,

Henry

Henry J. Hyde

HJH:ffw
Enclosures

Statement of Representative Henry J. Hyde of Illinois
Subcommittee on Criminal Law
Senate Committee on the Judiciary
Wednesday, June 16, 1982

FALSE IDENTIFICATION CRIME CONTROL ACT

Mr. Chairman, I sincerely appreciate the opportunity to submit a statement on behalf of legislation that would substantially revise and improve our laws with regard to false identification documents.

As the House sponsor of H.R. 352, the False Identification Crime Control Act, I am particularly pleased that both bodies of Congress are finally taking a serious look at an issue which has been largely ignored until recently. The cost of false ID fraud to the American taxpayer and consumer is astronomical; the General Accounting Office estimates the cost to taxpayers to be $15 billion a year in government benefits paid to unqualified applicants using fake or stolen cards. That's $15 billion -- and does not include all the other types of false ID fraud perpertrated against the consumers. It is a problem of vast dimensions and we need to address it.

In early 1977, Frances Knight, then director of the Passport Office, called my attention to a report which had just been issued by the Federal Advisory Committee on False Identification (FACFI). The report culminated a two-year study conducted under the auspices of the Justice Department, and concluded that false identification crime was a serious national problem that had gone unchecked for far too long.

A growing horde of criminals is using a cover of false credentials in drug trafficking, credit card fraud, passport fraud, illegal immigration, welfare fraud, terrorist activities, and other aspects of organized crime.

The attorney general of Illinois, Tyrone Fahner, recently said that spot checks during a two-week period showed that of 591 aliens who applied for jobless benefits, 266, or 45%, were illegal aliens who were not entitled to such benefits. Every one of the 266 illegal aliens had a counterfeit card that showed him to be in the United States legally. Mr. Fahner has estimated that unless the practice is stopped, illegal aliens in Illinois will be able to collect as much as $66.2 million a year in fraudulent unemployment benefits.

False identification fraud is a "modus operandi" and not a separate category of crime, which makes accurate statistics impossible to obtain. The FACFI report revealed only the tip of a vast iceberg of unknown criminal dimensions. Why? The use of fraudulent ID is not, in all cases, a federal crime. While there are certain criminal statutes pertaining to the use of specific federal identification documents, such as Social Security cards, current federal law is insufficient to deal with the length and breadth of false ID crimes, particularly where state documentation is involved.

False ID crime is one of those subtle, so-called "victimless crimes" about which we hear so little, but which, when examined closely is astonishing in scope and impact.

Attached to my statement is a copy of an advertisement by Eden Press of Fountain Valley, California, pushing a book entitled "The Paper Trip." This book will tell you all you ever need to know about creating a new identity, and advises you that "your new ID will be undetectable because it will be official."

The FACFI report refers to fraudulent birth certificates as the "breeder document" because they are available virtually everywhere in the country and applications for copies are not scrutinized. All you need do is apply. For about $2.00 it is easy to get a birth certificate of someone around your own age. Birth certificates of deceased persons are often desired, and many avidly read the obituaries in the newspapers so they know in which name and where to apply. The situation is exacerbated by the fact that birth and death certificates are not matched -- the cost to do so could be astronomical, unless done prospectively.

Once the birth certificate is received, you then apply for the Social Security card. From then on, it's easy to create a new identity -- driver's license, bank account, credit cards -- the list can go on and on.

If you don't want to bother obtaining a real birth certificate, there are many firms scattered around the country that will produce a fake one for you for as little as $3.00; for additional money, a complete fictional identity can be created including high school and college diplomas, marriage certificates, divorce certificates, press passes, karate black belt certificates, and even last wills and testaments. Some firms will also provide a phony lease agreement for a house or apartment, a bill of sale for a car, and in case you don't have a good enough imagination to create a false identity, you can buy Eden Press' "The Paper Trip" I referred to earlier.

Federal legislation in this area has two advantages. First, it will address the interstate aspects of these crimes that are beyond the reach of state and local governments. Second, we can show the way to state and local authorities by adopting strong false ID legislation with tough penalties. This would drastically reduce the trafficking in such documents. We must crack down on both the false ID users, particularly the criminal element, and the storefront operations which promise to create a "new ID that will be undetectable because if will be official."

Several weeks ago, hearings on false identification fraud were held in the House Subcommittee on Crime. Witnesses included John C. Keeney, Deputy Assistant Attorney General for the Criminal Division of the Department of Justice, and Robert E. Powis, Deputy Assistant Secretary for Enforcement fo the Department of the Treasury. The Justice Department supports the False Identification Crime Control Act as one which "gives the prosecutor a simple tool," and one which "plugs existing gaps." Mr. Keeney of Justice said it "aids local law enforcement," and "provides meaningful penalties." Mr. Powis of Treasury commented, "The use of false identification permeates almost every facet of criminal activity ... The Treasury enforcement bureaus routinely encounter false identification in enforcing the laws over which they have jurisdiction." He added that "many of the existing federal laws ... are ineffective in deterring false identification crimes ... The Treasury Department feels there is a need for H.R. 352 and supports its passage as an aid to law enforcement."

I want to commend the distinguished Senator from Arizona, Mr.

DeConcini, for his sponsorship of S. 1924, which is identical to H.R. 352.

I also want to commend the distinguished Senator from New Hampshire, Mr. Humphrey, for his leadership in sponsoring S. 2043, which would provide criminal penalties for the mailing of identification documents bearing a false birthdate. The House counterpart to Senator Humphrey's bill is H.R. 6105, sponsored by my good friend and Judiciary Committee colleague, Congressman Harold Sawyer of Michigan, the ranking Republican on the Subcommittee on Crime.

In conclusion, I am pleased to report that counsel for the Subcommittee on Crime of the House Judiciary Committee have developed language similar to that which I had successfully offered to criminal code reform legislation in the last Congress, but which never reached the full House for consideration. In the language now under consideration, there are two main differences: (1) it would apply only to government-issued documents, and (2) implements used in counterfeiting false identity documents would also be covered. I am most hopeful that the House Subcommittee on Crime will, under the outstanding guidance of its Chairman, Congressman William Hughes of New Jersey, shortly schedule mark-up of false ID legislation.

I again want to express my appreciation for the opportunity to submit this statement for the hearing record, and respectfully request that the accompanying documents be submitted with my statement, including a copy of the language adopted in the last Congress as an amendment to the criminal code reform bill, and appropriate report language.

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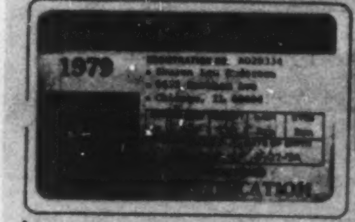
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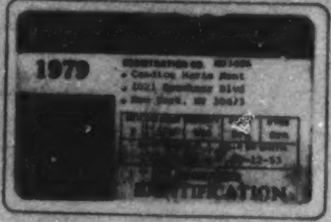
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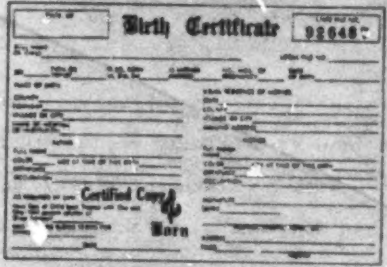
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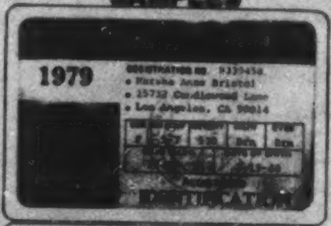
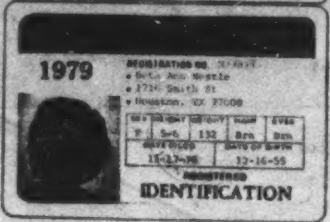
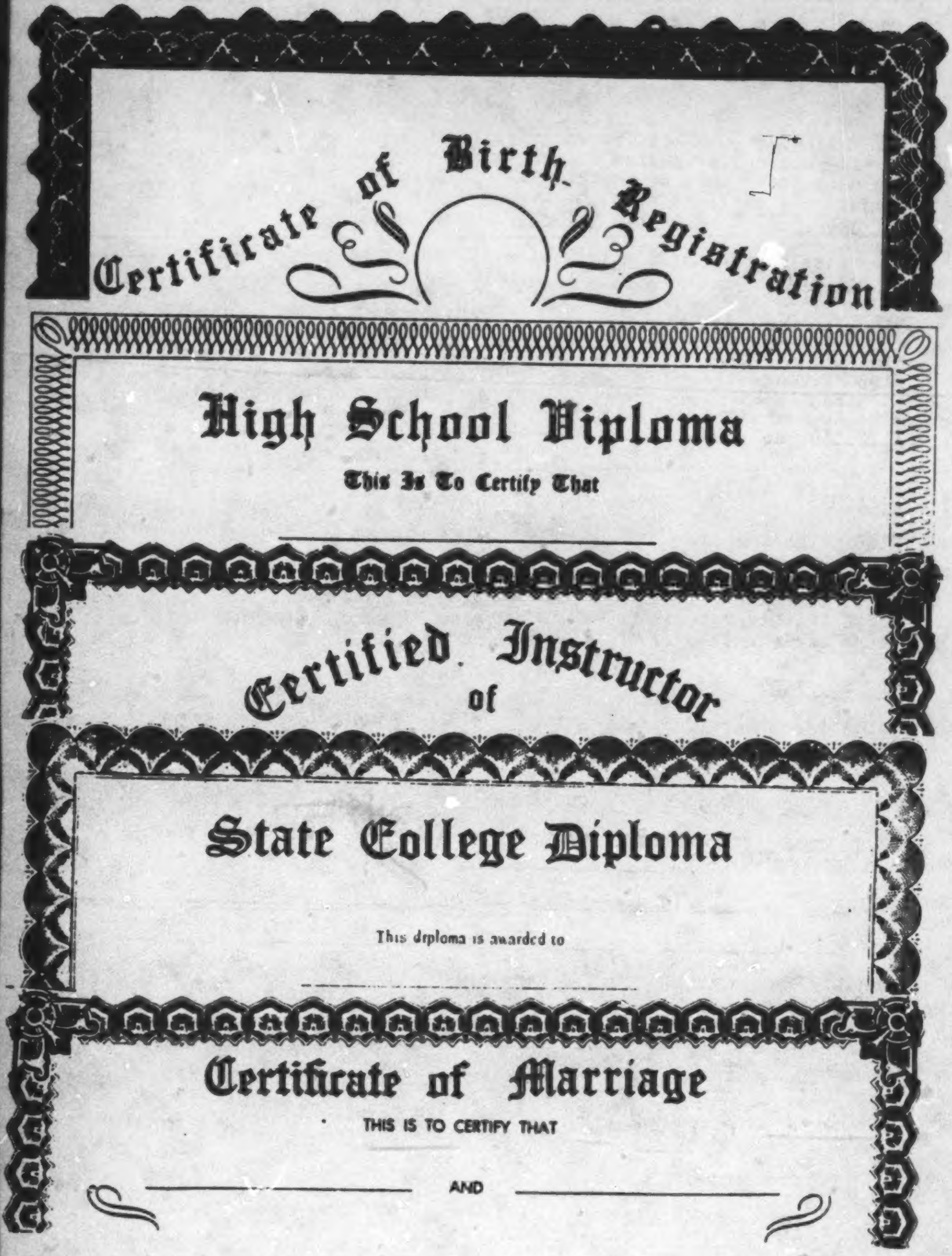

1979
Los Angeles, CA 90014
IDENTIFICATION


1979
Houston, TX 77008
REGISTERED
IDENTIFICATION

HANDY ORDER FORMS ON BACK



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#166 Lease Agreement (House)
#169 Lease Agreement (Apt.)
#167 Homestead (Home)
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#171 Notice to Quit (House)

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#130 Judo Black Belt
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#112 Press Pass
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Quantity
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_____ Form #____ Price$____
_____ Form #____ Price$____
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- Where to obtain commercial ID forms and stock
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Union Calendar No. 850

96TH CONGRESS
2D SESSION

H. R. 6915

[Report No. 96–1396]

To revise title 18 of the United States Code, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MARCH 25, 1980

Mr. DRINAN (for himself, Mr. HALL of Texas, Mr. KINDNESS, Mr. SAWYER, and Mr. LUNGREN) introduced the following bill; which was referred to the Committee on the Judiciary

SEPTEMBER 25, 1980

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

[For text of introduced bill, see copy of bill introduced on March 25, 1980]

A BILL

To revise title 18 of the United States Code, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Criminal Code Revision Act of 1980".

* * * * * * *

§2545. Fraudulently acquiring or using identification; making or trafficking in forged or counterfeit identification

(a) Whoever, with intent to defraud another person or a government, knowingly—

(1) uses fraud and thereby obtains any written instrument capable of being used for or evidencing identification, or uses any such instrument so obtained or any such instrument issued for the use of another person; or

(2) makes, conceals, utters, possesses, or traffics in a counterfeit or forged written instrument capable of being used for or evidencing identification;

or attempts to do so, commits a class D felony.

(b) There is Federal jurisdiction over an offense under this section if—

(1) the written instrument involved is, or purports to be, made or issued by or under the authority of the United States;

(2) the actor moved across a State or United States boundary in the commission of the offense; or

(3) the written instrument involved is moving in, constitutes, or is part of interstate or foreign commerce, or the mail, or has been shipped or transported in interstate or foreign commerce, or the mail.

(c) There is extraterritorial Federal jurisdiction over an offense under this section if a circumstance specified in subsection (b)(1) of this section exists.

§ 2546. Definitions for subchapter

As used in this subchapter, the term—

(1) "counterfeit written instrument" means a written instrument that is a likeness of or purports to be a genuine written instrument but is not genuine, because such written instrument has been falsely made or manufactured;

(2) "counterfeiting or forging implement" means an engraving, plate, hub, stone, paper, tool, die, mold, ink, photograph, negative, or other implement or impression designed or suited for the making of a counterfeit or forged written instrument or another counterfeiting or forging implement;

(3) "forged written instrument" means a written instrument that is a likeness of, or purports to be, a genuine written instrument but is not genuine because such written instrument—

(A) has been falsely altered, completed, signed, or endorsed;

(B) contains a false addition thereto or insertion therein;

(C) is a combination of parts of two or more genuine written instruments; or

(D) has been issued without authority or in violation of the law governing the issuance of such written instrument;

(4) "obligation of the United States" means a bond, certificate of indebtedness, national bank currency, Federal Reserve note, Federal Reserve bank note, coupon, United States note, Treasury note, gold certificate, silver certificate, fractional note, certificate of deposit, stamp, canceled stamp, postage meter stamp, stamped envelope, postal card, coin, gold or silver bar coined or stamped at a mint or assay office of the United States, or other representation of value of any denomination, issued pursuant to a Federal statute, except a bill, money order, check, or draft for money, drawn by or upon an authorized officer of the United States;

(5) "security" means (A) an obligation of the United States; (B) a circulating note, note, stock certificate, treasury stock certificate, bond, treasury bond, debenture, certificate of deposit, interest coupon, bill, check, draft, warrant, money order, money order blank, traveler's check, airline

ticket, letter of credit, warehouse receipt, negotiable bill of lading, evidence of indebtedness, certificate of interest in or participation in any profit-sharing agreement, collateral-trust certificate, preorganization certificate or subscription, transferable share, investment contract, voting-trust certificate, or certificate of interest in tangible or intangible property; (C) an instrument evidencing ownership of goods, wares, or merchandise; (D) a certificate for, receipt for, or warrant or right to subscribe to or purchase any of the rights or instruments described in subparagraph (A), (B), or (C) of this paragraph; (E) an obligation, banknote, bill, coin, or bar issued by a foreign government and intended by the law or usage of such government to circulate as money; (F) a security of a foreign government; (G) a postage stamp, tax stamp, or uncanceled stamp, whether or not demonetized, issued by a foreign government; or (H) any other written instrument commonly known as a security;

(6) "tax stamp" means a tax stamp, tax token, tax meter imprint, or any similar evidence of an obligation running to a government or of the discharge of such an obligation;

(7) "utter" means to issue, authenticate, transfer, publish, traffic in, deliver, transmit, present, display, use, certify, or otherwise give currency to;

(8) "written instrument" means (A) a security; (B) a commercial paper or document, or other commercial instrument containing written or printed matter or its equivalent; or (C) a symbol or evidence of value, right, privilege, interest, claim, or identification that is capable of being used to the advantage or disadvantage of any person; but, except as used in section 2543 (relating to making, trafficking in or possessing a counterfeiting implement) of this title, does not include a written instrument that is the subject of a counterfeiting, forgery, or uttering offense described outside this title;

(9) "written instrument issued under the authority of the United States" includes a warehouse receipt issued pursuant to the United States Warehouse Act (7 U.S.C. 241 et seq.) and an "authorization card" as defined in section 3(b) of the Food Stamp Act of 1964 (7 U.S.C. 2012(b)); and

(10) "traffic" means transfer, or otherwise dispose of, to another, as consideration for anything of value; or obtain control of with intent to so transfer or dispose.

* * * * * * *

96th Congress }
2d *Session* }
HOUSE OF REPRESENTATIVES
{ Report
{ No. 96-1396

CRIMINAL CODE REVISION ACT OF 1980

REPORT

together with

ADDITIONAL, SEPARATE, SUPPLEMENTAL,
AND DISSENTING VIEWS

OF THE

COMMITTEE ON THE JUDICIARY

TO ACCOMPANY

H.R. 6915

[Including Cost Estimate of the Congressional Budget Office]

September 25, 1980.—Committed to the Committee of the Whole House
on the State of the Union and ordered to be printed

* * * * * * *

§ 2545—*Fraudulently acquiring or using identification; making or trafficking in forged or counterfeit identification*

Current provisions of title 18 concerning the misuse of identification or false impersonation are very focused. A brief summary of most of the pertinent provisions follows:

Whoever manufactures, sells, or possesses any badge, identification card, or other insignia for the use of any Federal employee, or any colorable imitation thereof, or copies such badge, identification card, or insignia without authorization violates 18 U.S.C. 701.

Falsely and willfully representing onself as being a citizen of the United States is prohibited by 18 U.S.C. 911.

The use of an unlawfully issued certificate of naturalization or citizenship violates 18 U.S.C. 1423. Knowingly procuring, contrary to law, naturalization, or evidence of naturalization, citizenship or alienage violates 18 U.S.C. 1425. Falsely making, forging or counterfeiting certain documents relating to naturalization, citizenship or alienage violates 18 U.S.C. 1426. The unlawful sale of a certificate of naturalization or citizenship or other evidence of such status violates 18 U.S.C. 1427.

Willfully and knowingly making a false statement in an application for a United States passport, with intent to obtain such passport, violates 18 U.S.C. 1542. Use of a passport obtained by the use of false statements also violates 18 U.S.C. 1542. Forging or counterfeiting a passport or writing purporting to be a passport, or the use of such forgery or counterfeit, violates 18 U.S.C. 1543. Willfully and knowingly using a passport issued for another violates 18 U.S.C. 1544. Forging or counterfeiting visas or entry documents, or using such documents, is prohibited by 18 U.S.C. 1546.

Subsection (a) makes it a class D felony for someone, with intent to defraud another person or a government, knowingly to: (1) use fraud (as defined in section 101 of the proposed code) to obtain a written instrument evidencing identification, or capable of being used for evidencing identification: (2) use a written instrument evidencing identification, or capable of being used for evidencing identification, that has been fraudulently obtained: (3) use any written instrument evidencing identification, or capable of being used for evidencing identification, that has been issued for the use of another person; (4) make, conceal, utter, possess or traffic in a counterfeit or forged written instrument evidencing identification or capable of being used for evidencing identification: or attempts to do any of the foregoing acts.

This section enlarges jurisdiction over current law, which is limited essentially to offenses involving immigration and naturalization and the use of visas and passports. The use of false identification has been found to be an integral aspect of numerous criminal activities, such as government program fraud, illegal immigration, drug trafficking, securities fraud, forgery, and credit card fraud. *See* The Report of the Federal Advisory Committee on False Identification, *The Criminal Use of False Identification* (1976). "Existing Federal provisions are ineffective as most identification documents are issued and regulated by the States. Many State laws punish only the *use* of a false identification document thereby leaving law enforcement officials without any way to proceed until an offense utilizing the false identification document has been completed. Further, although the problem of false identification is national in scope, the individual States are powerless to protect any but their own identification documents and are unable to control counterfeiting or criminal use of their own documents when such acts are carried out beyond their own borders." Letter from Assistant Attorney General for Legislative Affairs Patricia M. Wald to Speaker of the House Thomas P. O'Neill, Jr. (March 22, 1979).

Subsection (b) provides for Federal jurisdiction over an offense described in section 2545 when (1) the written instrument involved is, or purports to be, made or issued by or under the authority of the United States; (2) the actor moved across a State or United States boundary in the commission of the offense; or (3) the written instrument is moving in, constitutes, or is part of interstate or foreign commerce, or the United States mail, or has been shipped or transported in interstate or foreign commerce, or the mail. The Committee intends that this offense be limited to situations giving rise to a clear Federal interest.

Subsection (c) provides for extraterritorial Federal jurisdiction when the written instrument involved is, or purports to be, made or issued by or under the authority of the United States.

The Committee has been aware of the difficulties in applying the doctrine of collateral estoppel and the prohibition against double jeopardy in certain types of cases. Various offenses described in sections 1511 (relating to unlawfully entering the United States as an alien), 1515 (relating to fraudulently acquiring or improperly using evidence of citizenship), 1516 (relating to fraudulently acquiring or improperly using a passport), 1704 (relating to obtaining a government authorization by fraud), and 1742 (relating to making a false statement) of the proposed code may be lesser included offenses of offenses described in section 2545. The Committee, in adopting section 2545 as a separate offense to cover certain gaps in the law, intends to avoid multiple punishments for the same conduct or transaction. *See generally* Note, *Double Jeopardy: Multiple Prosecutions Arising From the Same Transaction*, 15 Am. Crim. L. Rev. 259 (1978).

§ 2546—Definitions for subchapter

Paragraph (1) defines the term "counterfeit written instrument" to mean a written instrument that is a likeness of or purports to be a genuine written instrument but is not genuine, because such written instrument has been falsely made or manufactured.

Paragraph (2) defines the term "counterfeiting or forging implement" to mean an engraving, plate, hub, stone, paper, tool, die, mold, ink, photograph, negative, or other implement or impression designed or suited for the making of a counterfeit or forged written instrument or another counterfeiting or forging implement.

Paragraph (3) defines the term "forged written instrument" to mean a written instrument that is a likeness of, or purports to be, a genuine written instrument but is not genuine because such written instrument—

(A) has been falsely altered, completed, signed, or endorsed;

(B) contains a false addition thereto or insertion therein;

(C) is a combination of parts of two or more genuine written instruments; or

(D) has been issued without authority or in violation of the law governing the issuance of such written instrument.

Paragraph (4) defines the term "obligation of the United States" to mean a bond, certificate of indebtedness, national bank currency, Federal Reserve note, Federal Reserve bank note, coupon, United States note, Treasury note, gold certificate, silver certificate, fractional note, certificate of deposit, stamp, canceled stamp, postage meter stamp, stamped envelope, postal card, coin, gold or silver bar coined or stamped at a mint or assay office of the United States, or other representation of value of any denomination, issued pursuant to a Federal statute, except a bill, money order, check, or draft for money, drawn by or upon an authorized officer of the United States. This definition carries forward 18 U.S.C. 8.

Paragraph (5) defines the term "security" to mean (A) an obligation of the United States; (B) a circulating note, note, stock certificate, treasury stock certificate, bond, treasury bond, debenture, certificate of deposit, interest coupon, bill, check, draft, warrant, money order, money order blank, traveler's check, airline ticket, letter of credit, warehouse receipt, negotiable bill of lading, evidence of indebtedness, certificate of interest in or participation in any profitsharing agreement, collateral-trust certificate, preorganization certificate or subscription, transferable share, investment contract, voting-trust certificate, or certificate of interest in tangible or intangible property; (C) an instrument evidencing ownership of goods, wares, or merchandise; (D) a certificate for, receipt for, or warrant or right to subscribe to or purchase any of the rights or instruments described in subparagraph (A), (B), or (C) of this paragraph; (E) an obligation, banknote, bill, coin, or bar issued by a foreign government and intended by the law or usage of such government to circulate as money; (F) a security of a foreign government; (G) a postage stamp, tax stamp, or uncanceled stamp, whether or not demonetized, issued by a foreign government; or (H) any other written instrument commonly known as a security. The Committee added airline tickets to this definition as part of a consistent effort to counter frauds against the airline industry. *See* section 2531(e)(36) (relating to theft) of the proposed code.

Paragraph (6) defines the term "tax stamp" to mean a tax stamp, tax token, tax meter imprint, or any similar evidence of an obligation running to a government or of the discharge of such an obligation.

Paragraph (7) defines the term "utter" to mean to issue, authenticate, transfer, publish, traffic in, deliver, transmit, present, display, use, certify, or otherwise give currency to.

Paragraph (8) defines the term "written instrument" to mean (A) a security; (B) a commercial paper or document, or other commercial instrument containing written or printed matter or its equivalent; or

(C) a symbol or evidence of value, right, privilege, interest, claim, or identification that is capable of being used to the advantage or disadvantage of any person: but, except as used in section 2543 (relating to making, trafficking in or possessing a counterfeiting implement) of this title, does not include a written instrument that is the subject of a counterfeiting, forgery, or uttering offense described outside this title.

Paragraph (9) defines the term "written instrument issued under the authority of the United States" to include a warehouse receipt issued pursuant to the United States Warehouse Act (7 U.S.C. 241 *et seq.*) and an "authorization card" as defined in section 3(b) of the Food Stamp Act of 1964 (7 U.S.C. [illegible](b)).

Paragraph (10) defines the term "traffic" to mean transfer, or otherwise dispose of, to another, as consideration for anything of value; or obtain control of with intent to so transfer or dispose.

* * * * * * *

[From the Chicago Tribune, Nov. 26, 1981]

THE BUREAUCRATIC SNAFU ON ALIENS

Not only is the United States unable to keep aliens from sneaking illegally across its borders, it doesn't even know for sure what happens to the 10 million foreigners a year who do sign in legally when they enter.

A new study shows that bureaucratic disarray, poor management, and lack of funds has left the Immigration and Naturalization Service (INS) so far behind that it has not processed an estimated 32 million forms filed by foreign visitors as they enter and leave the United States. So it doesn't know which or how many of them have overstayed their legal permission to be in the country or simply decided not to leave at all.

The INS says it can straighten out the mess by 1983. But it promised Congress a year ago to do better, and instead the problem has grown worse. The INS and a private contractor hired to put data into the INS computer system are each blaming the other—and as always the INS is pleading a shortage of funds.

Congress and the President should stop accepting excuses and promises and make whatever changes are necessary to get the INS working efficiently. In case they need a prod to do so, they should re-read the testimony Rep. Henry Hyde (R., Ill.) gave to the House subcommittee on immigration last week. He said the U.S. is being bilked of $15 billion a year in fraudulent claims for government benefits, mostly by illegal immigrants using falsified or stolen ID cards.

Mr. Hyde wants to stiffen legislation proposed by the Reagan administration to make it illegal to make or use counterfeit or stolen federal identification cards or papers and to increase the penalties for doing so. But even Mr. Hyde's proposed $10,000 fine and five year prison sentence are meaningless, given the slim chance that an illegal immigrant has of getting caught or successfully prosecuted.

No other nation faces the kind of problems with illegal immigration that the United States does, with its thousands of miles of unpoliced border with Mexico and with Canada and its long stretches of unsupervised coastline. American democracy and American standards of living are still unique magnets for the politically oppressed, the economically deprived, and those seeking a new life. And it is emotionally difficult for Americans—most of us with immigrant forebearers—to fudge on the invitation lettered on the Statue of Liberty, even if it is poetry and not official U.S. policy.

But a nation has the right to control its immigration—and must. We no longer have the open frontier and shortage of labor that once made it easy to absorb millions of immigrants. The high level of government benefits which aliens can obtain legally or illegally makes them a burden on hard-pressed taxpayers; public schools and health care facilities in some cities are already swamped by legal and illegal immigrants. Unless some effective controls are developed, it has been estimated that the nation will get more immigrants—legal and illegal—in the next 15 years than it took in between 1790 and 1970.

Getting control of immigration isn't going to be esay. But it will not even be possible until the INS knows who enters the country, who leaves, and who stays illegally. Congress and the President should do whatever is necessary to make sure the INS does it efficiently. At the same time, Congresss and the nation should begin debate on other aspects of immigration policy, particularly the proposal to forbid employers to hire illegal aliens and the use of a national identity card that might—or might not—be more difficult to fake than other documentation now so readily falsified.

[From the Chicago Tribune, Apr. 9, 1987]

$66 MILLION-A-YEAR LOSS CITED IN JOBLESS PAY FOR ILLEGAL ALIENS

(By William Juneau)

In an effort to recoup an estimated $66 million a year in fraudulent unemployment benefits, Illinois Atty. General Tyrone Fahner said Thursday that he will seek state legislation to combat the problem of illegal aliens receiving unauthorized benefits.

He estimated that unless the practice is stopped, illegal aliens in Illinois will be able to collect as much as $66.2 million a year in fraudulent unemployment benefits.

Using Fahner's estimate, illegal aliens already have collected about $6.5 million during the first quarter of 1982.

If Illinois can develop an effective law, Fahner said, he will recommend that Congress draft a national law.

In addition, he said his office will work with the immigration service to double-check alien cards presented by aliens seeking jobless benefits.

Finally, he said his office would vigorously prosecute the sellers of counterfeit alien cards.

Fahner said an investigation has shown that illegal aliens are obtaining state jobless benefits as a result of buying counterfeit identification cards that wrongfully show them to be legal aliens.

A federal-state investigation of counterfeit cards used to get jobless benefits was touched off by a report by WLS-TV [Channel 7] on a similar misuse of Social Security documents for fraudulent purposes, he said.

Although aliens who enter the United States legally are entitled to collect unemployment benefits if they become jobless, illegal aliens are not.

Fahner said that spot checks during the last two weeks revealed that of 591 aliens who applied for jobless benefits 266—45 percent—were illegal aliens who were not entitled to such benefits. He said that every one of the 266 illegal aliens had a counterfeit card that showed him to be in the United States legally.

Fahner outlined the problem at a press conference in the State of Illinois Building here.

Also attending were Ted Giorgetti, assistant director of the Chicago office of the federal Immigration and Naturalization Service; Agaliece Miller, administrator of the Illinois Bureau of Employment Security; and Stella Adams Cuthbert, state commissioner of unemployment insurance.

"In the past, bogus documents were used by illegal aliens to get jobs in this country," Fahner said. "Now, with difficult economic times, they are taking that process a step further."

Fahner said that counterfeit alien cards can be obtained "on street corners and in bars." He said that the cost of counterfeit cards ranges from $50 to $1,500, or "whatever the traffic will bear."

He outlined how state and federal officials discovered the extent that counterfeit cards are being used to get jobless benefits.

He said that in late March the investigation began in the state unemployment office at 1657 S. Blue Island Ave. During one week 198 aliens, each with an alien card, applied for unemployment benefits.

State officials reported each card number to the Immigration and Naturalization Service and found that 101 of the cards were counterfeit.

No benefits were paid to those with counterfeit cards, a saving of $222,927.

Last Thursday and Friday this system was put into effect in every state unemployment office in Illinois. Last Thursday 257 aliens showed their cards and applied for unemployment benefits, but investigation showed that 119 had counterfeit cards.

Last Friday 136 aliens applied for jobless benefits, and 46 were found to have counterfeit cards. Refusing to pay benefits to counterfeit cardholders these two days saved $363,500, Fahner said.

Miller said that in the past if the alien card presented by an applicant for jobless benefits looked legitimate, state employees made no effort to check it with the immigration service.

Fahner said that although no benefits were paid to those with counterfeit alien cards, no arrests were made. He said arresting those with the cards would not solve the problem.

Giorgetti reported that the immigration service here has prosecuted 60 sellers of counterfeit cards and hopes to step up prosecutions.

Although Fahner said checks of alien cards at unemployment offices will continue, he is convinced that new laws are needed to combat the problem.

[From the Chicago Tribune, Apr. 10, 1982]

ILLEGAL IMMIGRANTS, ILLEGAL AID

The business slowdown offers new cause for concern about the volume of illegal immigration. In both New York and Illinois, evidence has been discovered that illegal immigrants are using forged documents to get government help to which they are not entitled.

Spot checks of applications for unemployment compensation in Illinois have persuaded state Atty. Gen. Tyrone Fahner that illegal immigrants stand to collect as much as $66 million a year from the state in fraudulent benefits. Mr. Fahner said that spot checks during the last two weeks showed that of 591 aliens who filed applications, 266—or 45 percent—were here illegally and had presented counterfeit documents to support their claim.

The illegal applicants were identified by checking the numbers on their documents—usually the "green card" showing that a legal immigrant is authorized to work in this country—with the Immigration and Naturalization Service. By rejecting the 266 fraudulent applications the state saved about $600,000.

In New York, an FBI investigation has found that illegal immigrants—presumably laid off from jobs or unable to get them—are applying in growing numbers for student loans. About 150 cases of improper loans have been turned up in the New York metropolitan area alone, involving as much as $250,000.

It's fair to assume in both these instances that only the tip of the iceberg has been discovered. And in both instances the fraud involves programs already in such serious trouble that legitimate and deserving applicants are being denied or are in danger of being denied benefits. Illinois' unemployment pay program is already so overextended that the federal government has had to bail it out to the extent of $1.6 billion—more than any other state. This will have to be paid back, presumably through higher taxes on employers. Discovery of fraud in the student loan program and the failure of many prosperous beneficiaries to pay back their loans tend to create support for the sharp cuts the Reagan administration has made in the program.

The awareness that illegal immigration is actually costing us money will of course add to the pressure to control immigration more effectively. Until now, most of the pressure has come from labor unions worried about the loss of jobs to lowpaid foreigners; others have been more apathetic, figuring that if illegal immigrants provide cheaper labor, it is the American consumer who benefits. But when illegal immigrants defraud government programs, it hurts everybody—the legitimate worker, the taxpayer, the consumer, and the businessman who has opposed laws against the hiring of illegals on the ground that they would be burdensome to him.

The trouble is that it is almost impossible to patrol our borders so thoroughly as to stop the illegals. The more practical alternative is to show that they will not be allowed to abuse our pocketbooks as well as our laws. The investigations here and in New York both show that the imposters can be identified with relatively little effort. Surely the amount of money that can be saved by doing so—plus the disincentive to other illegals—justifies the added cost of routine verifications and perhaps stricter laws.

The more immediate and challenging task, though, is to catch and punish the counterfeiters. Once they think they've got a good thing going, their numbers grow far faster than the ability of the law to catch up with them. What's more, their work becomes easier—and harder to detect—with every improvement in copying machinery. In the long run, the money it costs to track, them down now and throw the book at them will be well spent.

Senator LAXALT. Very well. Our next witness is Mr. Kevin Tipton, executive director of Colorado United, Denver, Colo.

STATEMENT OF KEVIN TIPTON, EXECUTIVE DIRECTOR, COLORADO UNITED, DENVER, COLO.

Mr. TIPTON. Good morning.

Senator LAXALT. Welcome, Mr. Tipton.

Mr. TIPTON. Thank you, Mr. Chairman.

Senator LAXALT. Proceed in any fashion you wish, so long as it is fairly short.

Mr. TIPTON. I was told to be prepared for that, Mr. Chairman. Thank you very much for allowing me to be here this morning. I do have written testimony which I would like to submit to the hearing.

Senator LAXALT. It will be filed in the record.

Mr. TIPTON. My organization is a trade association of the alcohol beverage industry in Denver, Colo. We represent everybody who has a license to sell, manufacture, or wholesale any type of alcoholic beverage.

Senator LAXALT. Are you intrastate, or regional?

Mr. TIPTON. Intrastate.

Senator LAXALT. So you are operating purely within the confines of the State of Colorado?

Mr. TIPTON. That is right, sir. We have about 7,400 members within the State of Colorado. The problems of false identification within our State are voluminous. Retailers in our State are confronted with these insidious forms of identification daily.

At risk is their license to conduct business, because if they are caught serving somebody under age, naturally they are going to be in jeopardy of loosing that license or having it suspended for a number of days.

Senator LAXALT. What has been the incidence of prosecution in the Denver area on this sort of thing?

Mr. TIPTON. It depends, generally. In Colorado, we have two drinking ages. Those over 18 may only drink 3.2 beer. Those over 21 may drink all alcohol beverages. Underage kids—under 18—are using false ID's in 3.2 beer taverns. When caught, they are treated as juveniles. We don't know what happens to those records. If they are adults—18 years old but not 21—and are picked up with the ID and are in a 21-year-old bar, it is usually just a matter of slapping their wrist. They get off with a misdemeanor and are let loose with virtually no fine whatsoever.

Senator LAXALT. What happens to the owners?

Mr. TIPTON. Well, the liquor enforcement division of the State has attempted to work hand in hand with the industry to try to absolve them of some of the problems. However, if they find that one of the retailers has continued to serve individuals of this age group and to accept these types of ID without checking them carefully, they will cite them.

Senator LAXALT. Do you have extensive manufacture of these in Colorado, or are they trading from California?

Mr. TIPTON. We have both intrastate and interstate.

Senator LAXALT. You have quite a bit of traffic on this in the Denver area?

Mr. TIPTON. Yes. We have a lot of tourists traffic and, because of the youthful drinking age, we have a lot of problems.

Senator LAXALT. How long have you had the 3.2 provision in Colorado now?

Mr. TIPTON. Since 1933. Basically, what I would like to do is lend my support to this legislation. We believe that it is a signal to the State legislatures that perhaps they consider similar types of legislation. I don't think that this piece of legislation by itself, if it is passed, is the sole answer. It will stop some of the problem.

Senator LAXALT. Are you saying that Colorado doesn't have legislation presently within the State level prohibiting manufacture of these documents?

Mr. TIPTON. That's correct.

Senator LAXALT. Is this true of other States, or do you know?

Mr. TIPTON. To my knowledge, few States have this type of legislation. Existing laws in Colorado provide penalties for the making or altering of written instruments which purport to be, or are calculated to represent, officially issued documents. There are no laws in Colorado, however, that prevent the manufacture or sale of these so-called humorous identifications which are represented as novelties.

Senator LAXALT. That is a distinction, isn't it, novelty and entertainment?

Mr. TIPTON. That is basically what we consider them. Unfortunately, when you are a hurried bartender or cocktail waitress, you look at the date of birth, date of expiration, and you let them in if it all fits. You don't notice some of the finer points of the identification. In one example an underage youth was picked up with a "Colorado Diving License." Colorado has no such license. It was used for 2 years by the individual to get into taverns. In place of "Date of Expiration," was "Date of Exploration." The false ID did not have the State's seal, or the director of revenue's signature as required by statute to make the document official. It therefore was not a forgery. The manufacturer was not prosecuted and it is unknown what happened to the juvenile using it.

Senator LAXALT. So it is your view, if I understand it, that this type of novelty item should be precluded altogether in terms of manufacture?

Mr. TIPTON. I would like to say that I hope that happens eventually. For the past decade we have annually put out this type of booklet called the National Identification Guide because we have so many tourists in Colorado. It shows all the valid drivers' licenses from throughout the United States, and the District of Columbia, and we supplement it each year. We give it free to every retailer.

[A copy of the booklet "National Identification Guide" and supplement is on file with the subcommittee.]

Senator LAXALT. Are these used at all?

Mr. TIPTON. Yes, sir.

Senator LAXALT. They are pretty much the bible, then, in terms of problems they might have with law enforcement?

Mr. TIPTON. Yes, but unfortunately it is not a defense. Retailers who check the booklet and have underage youth in their establishments will still have problems with the liquor enforcement division.

We also publish this poster annually, which shows the various Colorado identification. It describes what the ID's look like, and where you must look to find date of birth, and so forth.

Senator LAXALT. Then that substantially increases the burden on the owners.

Mr. TIPTON. It does to some extent, but with our huge amount of tourism we had to do something, and we have done this annually for the last decade. I brought these samples for the subcommittee, if that would be helpful.

Senator LAXALT. Yes, that would be helpful.

Mr. TIPTON. That is all the testimony I have, other than I appreciate the opportunity to come here, and I fully support S. 2043.

Senator LAXALT. Thank you for coming in. Do you see any serious problems with either piece of legislation from your viewpoint?

Mr. TIPTON. No.

Senator LAXALT. Do you see any areas of substantial improvement we should build into it?

Mr. TIPTON. I think it does an excellent job. It is a good start.

Senator Laxalt. Senator Humphrey, did you have any queries to make to develop your record? You are welcome to do so, if you wish.

Senator Humphrey. I don't think so. If the bill becomes law, it will drive these activities into the intrastate realm, and the States can deal with them there.

I think if we limit the ready access that is available today, we will have made a big dent in the problem.

Senator Laxalt. From what you have indicated here, there is substantial intrastate activity within this field already within Colorado.

Mr. Tipton. Yes.

Senator Laxalt. How much do you have by way of interstate trafficking by the mails, or do you know?

Mr. Tipton. Any of the false ID's are available from any of the magazines that were discussed earlier.

Senator Laxalt. Does your research indicate that the young people in Colorado are availing themselves of this kind of service, or is it simpler to get an ID card in the State?

Mr. Tipton. I think they take advantage of both forms, interstate and intrastate.

Senator Laxalt. So it is a problem. What I am getting at obviously is the jurisdictional aspect, even though most of your problem is probably intrastate. In terms of your activity, it would be very helpful to have the interstate prohibition as well?

Mr. Tipton. That's correct.

Senator Laxalt. Thank you very kindly.

Mr. Tipton. Thank you, sir.

[The prepared statement and submissions of Mr. Tipton follow:]

PREPARED STATEMENT OF KEVIN W. TIPTON

Colorado United is the business league of the alcohol beverage industry in Colorado....one voice representing retailer, wholesaler, and manufacturer. All entities engaged in the business of selling alcohol beverage products and requiring licensure by Federal, State, or local authorities are members of Colorado United. The organization, whose purpose is to protect and promote the industry, has approximately 7400 members. Colorado United was founded in 1948, and I am its Executive Director.

The litany of problems that invalid identification presents to my industry, especially retailers, is voluminous. Retailers, or their employees, who unwittingly accept, or who in the rush of business do not closely scrutinize suspect patron identification, may face revocation or suspension of their licensing privileges. They may also be held liable in civil actions should sale of our products to underage youth result in an accident involving property damage injury, or death. Retailers in our industry, as well as in others, may also be duped by invalid identifications into cashing worthless or stolen checks, or accepting those not old enough or eligible for employment.

Virtually every industry requiring identification on sales, employees, or in order to enhance business by accepting forms of payment other than cash, has been deceived with use of look-a-like, but invalid, forms of identification.

Most of the types of identification which I am addressing are readily available in Colorado. They may be either ordered from magazines with national distribution, or purchased locally from any number of sources.

Applicants with little more than five dollars, a photograph of themselves, and their signature signifying that the information provided is accurate, are given a reasonable facsimile photo identification card of the state they choose.

To my knowledge, there are no attempts made by distributors of these cards to verify if any of the information provided, including age, is in fact correct.

Distributors of these cards claim that they may be used to amuse or entertain. Unfortunately, a large number of those obtaining these cards are under state legal drinking ages, and choose to entertain or amuse themselves in my industry's businesses. Although these look-a-like cards are invalid, they do, in some cases, resemble authentic forms of identification, and if not scrutinized closely, may pass as valid.

In one example in Colorado, the look-a-like card stated Colorado DIVING license instead of DRIVING license, and had date of EXPLORATION instead of date of EXPIRATION. It also lacked our State's Seal and signature of the Director of Revenue, which even though are required by law on all forms of identification in Colorado, are not prominent and may be easily overlooked in the rush of business. The fellow using this invalid identification was eventually caught by law enforcement authorities after using the card for over two years. Because the distributors of the card had not committed forgery with use of the State Seal or required signature, and because the individual using the card was under 18 and was treated as a juvenile, no criminal prosecution took place. Various retailers in our industry, however, had served this individual for two years.

It is easy to surmise that hurried cocktail waitresses and bartenders glancing quickly in the date of birth area to ascertain age, and at the photograph to determine if the pictured individual was in fact the presentor, easily missed the inherent defects of the card. The result could have been costly and restrictive for the retailers involved.

Individuals attempting to use these forms of identification to purchase products from my industry, whether successfully or unsuccessfully, are almost always under our State's legal drinking ages. In Colorado, we have two legal drinking ages. Those 18 and older may purchase 3.2 beer by the drink or package. Those over 21 may purchase all alcohol beverage products. Those youth under 18 who attempt to use invalid forms of identification and are apprehended are turned over to juvenile authorities. Retailers, or employees, who consummate a sale to these youth, however, may be subject to fines and permanent loss or temporary suspension of the privilege of conducting business.

But our concern is not limited to the problems these cards create for the retailer. Our industry is committed to encouraging the moderate use of alcohol beverages and opposes any activity or endeavor which contributes to the misuse of our products by youth. Because of Colorado's unique two drinking age laws, and the fact that the State is widely known as a tourist/resort area, retailers and employees may see any number of identification cards during the course of a day. To strengthen our industry's awareness of these out-of-state forms of identification, our organization has each year for the last decade printed and distributed a booklet or supplement called the National Identification Guide listing the most common forms of identification from each State and describing the valid format of the cards. In addition, Colorado United annually distributes a full color poster of the various forms of current Colorado identification. These materials go to each retailer in the State. Whether because of high personnel turnover, the rush of business, lack of careful scrutiny, or poor judgement, some of these look-a-like invalid forms of identification may be accepted. Existing laws in Colorado provide penalties for the making or altering of written instruments which purport to be, or are calculated to represent, officially issued documents. There are no laws in Colorado, however, that prevent the manufacture or sale of these so called humorous identifications which are represented as novelties.

I endorse Senate Bill 2043 as a means to stop the interstate sale and distribution of these insidious forms of identification. I also believe that this type of legislation will send a signal to the individual State Legislatures concerning adoption of laws banning the intrastate sale and manufacture of these misleading cards which openly invite abuse.

Thank you for allowing my industry to have this opportunity to address you on this issue.

Colorado United Presents:

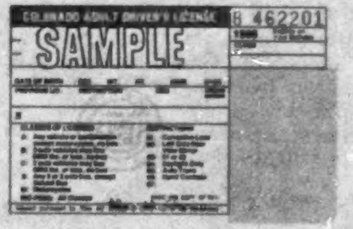
Colorado Identification

1982

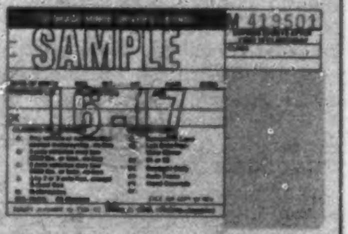
ColoradoUnited

Protecting the beverage alcohol industry since 1946

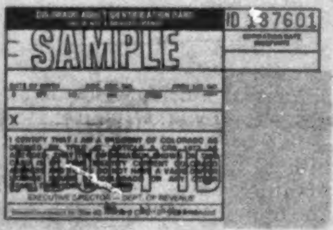
Before you sell any kind of beverage alcohol, check the Identification and make certain the photo and description match the person presenting it.



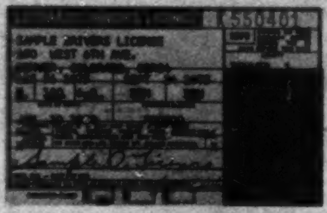
License is full-color, printed on flexible polyester. Blue state seal centered in information area. Blue bar at top signifies "over 21" licenses. Information may be typed or computer printed. NOTE: Photo background colors were changed from red to blue on October 1, 1981. Red photo background licenses won't be phased out until 1985. Format is same for both licenses.



Red bar at top of license denotes person under 21. Phantom red lettering imposed over state seal indicates age of licensee, and whether 18-20 (Provisional) or 16-17 (Minor). Minor license number begins with an M, Provisional with a P. NOTE: Photo background colors were changed from red to blue on October 1, 1981. Format also changed from style of adult license depicted below, to new format above. Red photo background licenses for minors won't be phased out until 1984.

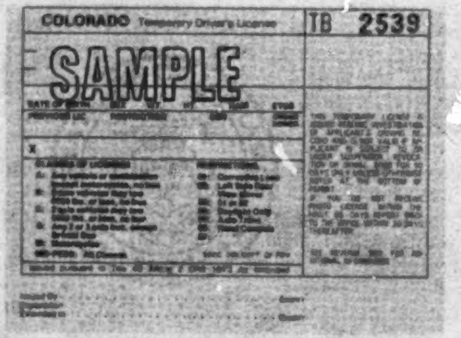

COLORADO ADULT IDENTIFICATION CARD
ID 137601
SAMPLE
X
ADULT ID
EXECUTIVE DIRECTOR — DEPT. OF REVENUE

New identification card is full-color, printed on flexible polyester. Dark green bar at top signifies ID card. Phantom red lettering below signature indicates "Adult ID", "Under 21" for Provisional licenses, and "Under 18" for Minor licenses. Adult ID card number begins with letters ID, Provisional with IDP, Minor with IDM. Blue state seal centered in information area. Photo background color is blue. NOTE: All ID cards, issued after October 1, 1981, have a dark green bar at top of card.



License is full-color, printed on flexible polyester. Blue state seal centered in information area. Blue bar at top signifies "over 21" licenses. Information may be typed or computer printed. This license type is no longer being issued, and will be phased out by 1983.

Identification card, no longer being issued, but having an indefinite expiration date has a bright green bar at top of card. Phantom red lettering centered over information area says ID. Adult ID card number begins with letters ID, Provisional (18-20) with IDP, and Minor (16-17) with IDM. Note red photo background color.



New Temporary Driver's License issued to those applying for their first license, and to some licensees renewing. Instruction permits for both adults and minors look identical to the Temporary license except a vertical blue bar is located on left side of permit. NOTE: Reverse of both Temporary license and instruction permit have random state seals about the size of a quarter imprinted in safety paper.

Colorado United, 666 Sherman St.,
Denver, Colo. 80203.

[From the Houston Chronicle, Mar. 21, 1982]

Documents of Deceit: Birth Certificate Serves as "Breeder" for Acquiring False Identity

(By Zarko Franks)

A common thread of deceit links the foreign spy, the welfare cheat, the terrorist, the hot-check writer, the fugitive, the imposter and the illegal alien: False identification.

And deceit is a two-edged sword: It's practiced by undercover narcs; the FBI agents who posed as Arab sheiks in the Abscam case used it; CIA agents use it.

Deceit is nothing new. In biblical times, Jacob hoodwinked his blind father Isaac to steal the blessing and birthright that rightfully belonged to Esau the first-born son. In literature, Victor Hugo gave us Jean Valjean, the Christ-like fugitive who accomplished his deceit in 19th-century France merely by changing his name.

In the 20th century, the deceiver uses more sophisticated ploys. Rudolph Abel, the Soviet spy arrested in New York, used a dead man's passport to enter this country. The United States exchanged him later for U-2 pilot Gary Powers in a famous "spy-swap."

Welfare Queen Barbara Williams, 38, of Baldwin Park, Calif., who created 75 paper children in her scam with false birth certificates and false Social Security documents, used phony drivers' licenses and at least eight aliases in her $240,000 ripoff.

Kristina Bersten, 26, a member of the Baader-Meinhof gang of terrorists in West Germany, used an altered Iranian passport to cross the Canadian border before she was caught in Vermont by federal authorities, then deported.

Bola Owajae, a Nigerian national, used nine different identities, supported with drivers' licenses issued to six different names, to realize $35,000 from a hot-check spree in this area. He's in state prison now.

Saverio Ciavarella, 40, a fugitive from felony charges in Florida, had Texas driver's licenses in three names at the time of his arrest here by state police. He's still at large after he posted a $10,000 bond here, then fled.

Frank Abagnale, who claims he realized $2.5 million by writing hot checks in 26 nations, says he posed as an airline pilot during his illicit adventures. Today, Abagnale is a consultant to banks and merchants on how to detect hotcheck schemes. He says he used counterfeit and forged credentials in his crime spree.

Dimitrio Puga, a Mexican illegal alien, used a copy of a dead man's birth certificate in his application here for a Texas driver's license. He was arrested, then deported.

Five other illegal aliens used a copy of the same dead man's birth certificate. All claimed to be Jesus Casas, born in Harlingen. Casas died in Ben Taub Hospital on Aug. 28, 1974.

Three of the illegal aliens received their Texas driver's licenses before a computer check tripped them up, according to Texas state trooper Sgt. Lannie Rannals of the Houston office.

Vince Henderson, a U.S. Immigration and Naturalization Service investigator in the Houston district office, says there are numerous documented cases of multiple use of one dead man's birth certificate by as many as 25 illegal aliens.

An applicant for a Texas driver's license needs documentary evidence to confirm his identity. The document may be a birth certificate or a certified copy of the certificate, immigration papers, a military separation paper, a passport, an alien registration card, a life insurance policy or public school records.

The birth certificate, says state Trooper Rannals, is the most commonly used document, and it's the most easily obtainable.

The spurious birth certificate is known as the "breeder" document. With a copy of a dead man's birth certificate, you can quite easily obtain a valid Social Security number and a state-issued driver's license. With those two documents, you're in business to open a bank account and a charge account and apply for credit cards.

Don Carroll, chief of the Texas Bureau of Vital Statistics, says his office receives by mail daily about 1,500 requests for certified copies of birth certificates "from all over the nation."

Under the law, the bureau must issue the certified copy if an applicant gives accurately the date of birth, name of parents and place of birth.

That information, of course, is available in newspaper files and graveyard tombstones. The imposter's favorite ploy is to use the name of an infant who died while too young to have acquired a Social Security card or a driver's license.

The state and city and county registrars maintain files on births and deaths, but there is no cross-reference. So if Joe Smith, born in Houston, dies in Morgan City, La., there is no record of his death in the registrar's office in Austin. The states have no reciprocal agreement to exchange information on deaths of citizens.

Just a year or so ago, the Texas Legislature passed a law to close a loophole in Texas birth and death record-keeping that is allowing welfare cheats and other lawbreakers to establish false identities.

The law requires the cross-referencing of births and deaths of those who die before the age of 18.

So far, the births and deaths of infants who died before they reached the age of 1 have been cross-referenced, says Carroll of the Texas Bureau of Vital Statistics.

And it's an ill-kept secret that the bureau tips immigration authorities when a series of applications is received for a copy of one man's birth certificate.

An underworld market flourishes in the spurious birth certificate market. Carroll says, "We know that counterfeit certified copies of birth certificates are being printed which are purported to have been issued by the Texas Bureau of Vital Statistics.

He cited the case of a Roman Catholic priest, the Rev. Luis Herman Acevedo-Cuevas, who was sentenced to eight years in prison from Houston for selling for $2,500 each a package of "spurious documents," including birth certificates, alien registration cards and Social Security cards to illegal aliens, most of them born in South America.

And a Dallas couple, Domingo and Anita Rodriguez, were sentenced to prison after they pleaded guilty to selling fraudulent birth certificates for $700 to $800 each to illegal aliens.

In Dallas last August, Pete Martinez, operator of Immigration Consulate Services and described as a "highly respected" businessman, was charged with the sale of false alien registration cards to an undercover agent.

The agent, posing as an illegal alien, said he had paid Martinez $175 as a down payment for an alien registration card. This is the card the government issues to aliens who enter under the quota system, and it enables them to live and work in this country. After five years, the legal alien is eligible to apply for U.S. citizenship.

Federal agents at the time seized in Martinez's office more than 1,500 counterfeit Social Security cards, birth certificates and federal immigration papers, bearing the U.S. seal.

Martinez subsequently was convicted and sentenced to 18 months in prison.

The Social Security card is used by the illegal alien in applying for food stamps and welfare from the Aid for Families with Dependent Children program.

The programs, administrated by state agencies, rarely, if ever, check the validity of a welfare applicant's Social Security card, according to federal investigators.

In the complex scenario of false identification, a new dimension is provided by Norman Kary, an intelligence agent with the U.S. Immigration and Naturalization Service regional office in Dallas. Kary's view suggests a dichotomy in the agency that is charged with preserving the integrity of our borders from illegal alien entry.

Kary: "The Mexican illegal alien will always be with us. He crosses the border surreptitiously, works here, and often goes back home. He often returns. True, he represents the highest percentage of illegal aliens here.

"But, he's not our major problem. The greatest threat to our national security comes from natives from South American and Central American countries, Cuba, Colombia, Guatemala, Nicaragua, El Salvador, Iran and Libya—the subversives and the terrorist who enter illegally and create civil unrest, mixing in with local protest groups."

Look at the whole picture of fraudulent documentation, suggests Kary, from masterspy Abel to Ilich Sanchez Ramirez, known as Carlos, and "The Jackal," the internationally known assassin reputedly hired by Libya's strongman Moammar Khadafy in the much-ballyhooed White House leak, with little known substance, that President Reagan was marked for death by Khadafy. Carlos owns a U.S. passport, says Kary.

Prior to the takeover of the U.S. Embassy in Teheran and the taking of the hostages, says Kary, terrorists had stoned the U.S. consulate office in Tabriz, Iran, then broke in and stole the U.S. visa machine and the U.S. seal.

"With that equipment and stolen passports," says Kary, "They can process their own visas that are as legitimate looking as anything we issue."

The illegal entry of terrorists and subversives, says Kary, is of major concern today also to the Mexican government.

"They (the subversives) are using Mexico as a land bridge," says Kary, "And they are causing social problems within Mexico. And we must remember they can slip across the border just as easily as the Mexican illegal."

[From the Houston Chronicle, Mar. 22, 1982]

DOCUMENTS OF DECEIT: BOGUS SOCIAL SECURITY CARD FRAUD MOUNTS

(By Zarko Franks)

Green Richardson, a bearded young federal investigator, says in a doomsday voice: "It's all very disturbing. In fact, as a citizen and a taxpayer, I think it's scary."

Richardson wasn't talking about the Russians coming. He was talking about the scope of fraud in Social Security and the welfare system by the use of false identification: phony Social Security cards, spurious birth certificates and state-issued driver's licenses and I.D. cards.

"The number of scams using phony Social Security cards is limited only by the imagination," says Richardson, chief investigator for the regional office in Dallas of the Inspector General for the U.S. Department of Health and Human Services.

The welfare cheat today is part of the fabric of our society. We've all read so many stories of welfare queens driving Mercedeses and wearing mink and diamonds that perhaps the national consciousnes is numb from the sheer repetitiveness of the subject mater. The scope of the fraud suggests a betrayal of the commandments of morality.

Dorothy Woods, 39, and her husband John, 50, who lived in a mansion outside of Los Angeles, pleaded guilty recently to welfare fraud and perjury.

They had bilked the state out of $377,450 by listing 49 fictitious children on welfare claims. They had created their paper children with documents of deceit—false birth certificates and phony Social Security cards.

And Johnnie Morris, 35, and his wife, Francis, 39, of Lynwood, Calif., also pleaded guilty to bilking the state out of $350,000.

The Morrises conceived on paper 235 fictitious children, also by using phony Social Security cards and forged birth certificates. They cashed the welfare checks, mailed to various post office boxes and so-called drops, with phony driver's licenses.

And remember the story of the double-dippers several years ago? A computer check disclosed that about 15,000 welfare recipients in 24 states, including Texas, were drawing welfare from more than one state simply by applying with the same name and same Social Security number.

"That this is so easy to do, makes it all scary," says Richardson.

The General Accounting Office, the investigative arm of Congress, reported in 1977 that 37,000 aliens were receiving $72 million in welfare payments in a five-state area. "And there's no way to know how many of those are illegal aliens," said U.S. Sen. Charles Percy, R-Ill., who made the GAO report public.

Within a recent six-month period in Texas alone, about 3,500 counterfeit Social Security cards, sold to illegal aliens for prices ranging up to $500, were seized by authorities.

Eustolio Carrillo, 20, of Fort Worth, indicated to federal authorities he grossed $45,000 selling false documents, including Social Security cards, in about five months.

In Los Angeles three years ago, federal investigators broke a ring, including Joseph J. Guzy, 55, a retired Los Angeles cop, which had sold an estimated 77,000 counterfeit Social Security cards to illegal aliens for prices ranging up to $250 a card. Guzy, found guilty on a 26-count true bill, was given a 30-month prison term.

And GAO and inspector general's reports cite scores of cases of use of phony Social Security numbers in obtaining income tax refunds.

Two men obtained 425 Social Security numbers in the names of fictitious people, then filed 850 federal and state income tax returns, each claiming $400 in refunds. They tapped the U.S. Treasury's till for $180,000 before they were caught.

A former IRS employee used the same scheme, obtaining a Social Security number under an alias, and cashed three refund checks totaling $563,340 before he was caught.

Any report on the use of false identification is an endless one; too many pieces are missing in the vast jigsaw puzzle of deceit.

The story comes to mind of a U.S. Army criminal investigator during World War II in Paris who threw up his hands in despair after an entire battalion was arrested for black marketeering and held at the Paris Detention Barracks at Chantilly, outside of Paris.

"There are maybe a hundred of us and millions of them (GIs) scheming how to make a buck. It's a no-win situation."

In Tijuana, Mexican authorities seized "thousands" of so-called counterfeit alien registration cards, commonly known as "green cards." This is the card issued by the government to legal aliens; it is the document that permits them to work and live in this country. The phony green cards were selling for up to $500 a copy.

The quality of paper used by the counterfeiters was as good "if not better" than that used by the U.S. government, a border patrol agent said.

In Texas alone, there is a backlog today of 15,000 complaints of welfare cheaters, mostly in the food stamp and the Aid to Families with Dependent Children programs.

Investigators have no doubt that a significant number of those cases grew out of welfare mothers padding their benefits by adding names of fictitious children through the use of spurious documents or giving false statements on their earnings.

The problem is intensified by the widespread, fraudulent use of Social Security cards by illegal aliens. Estimates of the number of illegal aliens in this country range from 3 million to 6 million.

Once an illegal alien obtains a valid Social Security number—even if he used a false birth certificate in his application for the card—he is entitled to benefits provided by Social Security.

Under a 1954 Social Security regulation, an alien is subject to losing his entitlements only if he is deported. Less than 600 aliens who were deported have lost their benefits since that regulation was adopted, according to Ron Schwartz, an assistant to the inspector general of Health and Human Services in Washington, D.C.

A government white paper written by Dan Lane, an inspector general's investigator in Washington, says the Social Security Administration currently cannot post about 6 million earnings reports. To a major degree, this is a result of counterfeit activity, Lane wrote. What happens to the money sent in by employers to those 6 million invalid accounts?

"The money goes into the Social Security trust funds," says John Trollinger, a spokesman in the Social Security Administration, "Today, we have more than $70 billion in earnings reports in a so-called suspense file (not to be confused with the Social Security tax deducted from your paycheck) that we can't credit to anyone because we can't establish a valid number for the people involved."

The record of your earnings reflects your potential retirement benefits.

The General Accounting Office, in a report issued in 1980, said that the Social Security system included about 4 million people with two or more different Social Security numbers.

The GAO quoted from a 1971 Social Security Administration in-house task force report.

"We've cross-referenced those duplications," says Trollinger, the Social Security spokesman, "and notified the persons involved we were consolidating their account into one number." Trollinger says he doesn't believe there was fraud involved in the multiple numbers, but the GAO report says otherwise.

The Social Security card was never intended or designed as an I.D. card when President Franklin Roosevelt signed into the law the Social Security Act in 1934.

It's a number to identify your Social Security account, no more and no less. Just like a checking account number at your bank.

Today, however, the Social Security card, for all practical purposes, is used as a national identification document. You need it to get a job and open a bank account; it identifies your tax return to the Internal Revenue Service. You need it to enroll in school, to apply for student aid or welfare and to buy stocks or securities.

And it's relatively easy to obtain and easy to forge and easy to counterfeit because it's produced on low quality paper.

That judgment is from no less an authority than Inspector General Richard Kusserow of the U.S. Department of Health and Human Services, the umbrella agency for Social Security and many welfare programs.

As to the scope of the cost to the taxpayers from fraudulent use of the Social Security cards, Investigator Richardson says:

"I doubt seriously if anyone today knows. I doubt if anyone has any idea. But it must be staggering."

About five years ago a Federal Advisory Committee on False Identification, quoting immigration authorities, estimated the burden to U.S. Taxpayers from the use of false identification by illegal aliens, at about $12 billion.

And the committee estimated the total loss to the U.S. economy from the illegal use of false identification was more than $15 billion.

That is the last known study done by any federal commission.

It's a federal crime, a felony, to furnish false information to obtain a Social Security card.

Ron Woods, a prosecutor in the U.S. Attorney's office here, says he can't recall prosecuting anyone—illegal alien or citizen—for furnishing false information to obtain a Social Security card. Woods has been a prosecutor here five years.

Until several years ago, an applicant could obtain a Social Security card by making application, giving his name, age and place of birth. No supporting document was necessary.

Currently, Social Security requires documentary evidence of age, identity and citizenship or alien status of all original applicants.

And it was not a crime—until Congress enacted a law last December—to counterfeit, alter a valid card, or another person. Today, it is a felony punishable by a maximum fine of five years in prison and a $5,000 fine to buy, sell or use a counterfeit card.

Neither state nor federal authorities concentrate on the individual misuse of the counterfeit Social Security card. For realistic reasons, there are bigger fish to fry.

"We have major cases in Medicare and Medicaid that take priority," says federal investigator Richardson. "Million-dollar rip-offs by doctors and hospitals. We have 10 investigators here for a five-state (Texas, Oklahoma, New Mexico, Arkansas and Louisiana) area. Just in Harris County, we're talking about $1 billion in federal money, food stamps, aid to welfare mothers, public service grants. We're after the big operators who counterfeit and sell Social Security cards to illegal aliens. We simply don't have the time nor the manpower to try to make cases against the petty welfare cheat or the individual illegal alien caught with a bogus Social Security card. Individual state agencies today handle most of the individual food stamp and welfare cases."

Thus expediency prevails. It's more economical to deport an illegal alien than to prosecute him for illegal entry. A first offense of illegal entry is a misdemeanor punishable by a maximum penalty of six months in jail and a $500 fine; second offense is a felony punishable by a maximum penalty of two years and a $2,000 fine. As Richardson succinctly put it: "There are not enough jails in Texas to hold all the aliens caught who cross the Mexican border illegally."

Art Anders, a prosecutor in the U.S. Attorney's office here, says:

"Our primary targets are the smugglers who bring in the illegal aliens."

The illegal alien's lot is hastily resolved with a bus ride back across the border, or a plane ride back to Iran or Guatemala or Libya. The trip comes at the taxpayers' expense, of course.

Today, as the Social Security trust funds near depletion, we surely wonder if anyone in 1935 anticipated the Pandora's box President Roosevelt opened with the Social Security Act. And lest we forget, FDR didn't conceive the idea of retirement and health insurance benefits. It was a man named Otto Von Bismarck, who as Chancellor of Germany in 1889, instituted what we know today as the Social Security program.

[From the Houston Chronicle, Mar. 23, 1982]

DOCUMENTS OF DECEIT: STOLEN ID CARDS BRING BIG PRICES

(By Zarko Franks)

Your driver's license, credit cards and checkbook are worth $250 today to purse snatchers and petty thieves. That's the current price the bottom-rung street criminal realizes from the more sophisticated hot check writers and credit card fraud artists in this area.

One major case here illustrates how stolen identification is used in big league crime.

In a two-story brick home at 15631 Loma Verde in southwest Harris County, police and constable's deputies seized an estimated $200,000 worth of merchandise, including refrigerators, microwave ovens, brass beds, videotape recorders, TV sets.

All the merchandise was bought with stolen credit cards and forged checks, says Capt. John Logan, probably the top authority on hot check activity in the city. Logan works out of the office of Constable Tracey Maxon.

"They had built up an underground mail order business over the four-year period they operated before we broke up the ring," says Logan. "Our best estimate is that they had bilked merchants here out of about $3 million in merchandise."

Coy Ray Clifton, 40, identified as the ringleader, who had a $700-a-day drug habit, was convicted of forgery last September and sentenced to three years in prison. One of his accomplices, Corrine Wood, 29, also convicted of forgery, was given two years in prison. And another accomplice, Sue Cox Gines, 29, received three years probation.

"What they were doing was buying stolen driver's licenses, checkbooks and credit cards" from a host of unknown thieves, says Logan. "They used a high quality machine to make additional copies of the various checks they passed." Their customer clientele, says Logan, included policemen and firemen, who bought merchandise at "bargain prices." In their crime spree, the basic tool was the use of false identification.

The ease with which false identification can be acquired is "mind boggling," says Logan.

He showed what appeared to be a Montana driver's license and a certified copy of a birth certificate issued to a John Logan, born in Intercourse, Pa. The driver's license, laminated, included a picture of Logan, and the vital information—name, date of birth, and home address—that appears on a valid license.

"I bought the simulated driver's license for $13 from a California mail order house," says Logan, "And the birth certificate for $5 from a mail order house in Jacksonville, Fla. The driver's license is good enough to fool most state troopers."

Logan uses the documents as exhibits in his lectures to merchants and bankers on hot check scams.

An identification card, remarkably similar to the type issued by the Texas Department of Public Safety, is available for about $5 from scores of mail order houses that advertise in at least a dozen magazines, from High Times to Hot Rod, Mechanix Illustrated to Master Detective. Simulated driver's licenses also are advertised in those magazines.

An excerpt from an ad in High Times:

"Need new ID . . . Credit? Start Life Over. Here's How:

"Create new name, change age, cover negative reports. Get diplomas, degrees.

"Create New Identity with govt.-issued ID: birth certificates, SSN, Driver's licenses, Passports, State ID in the Paper Trip. $12.95."

At a flea market off the Southwest Freeway, Logan says he watched a "girl who couldn't have been over 13" buy a simulated Texas-issued ID card for $5.

The driver's license is the dominant ID card most store clerks ask to see before accepting a check.

"It's incredible," says state trooper Sgt. Lannie Rannalls. "Merchants here will not accept a diplomatic passport, a document accepted the world over for identification purposes, but they will accept a Texas driver's license."

Rannalls, a supervisor in an office where driver's license applicants are screened, says it's difficult to close all the existing loopholes that make it relatively easy to get a Texas license.

"We'll accept a license from another state," says Rannalls, as proof of identity. "And the birth certificate copy, of course, which is the easiest document of all to obtain. I'll cite what can happen based on actual case histories. Say a lady with a birth certificate identifying her as Julie Brown applies for a driver's license. She passes the test and gets her license in the name of Julie Brown. If she's been married several times, she can obtain a license in her married names also. She can quickly acquire two or three valid Texas-issued driver's licenses for possible use in check writing or welfare schemes."

How much money banks lose to fraudulent check activity is a well-guarded secret.

A spokesman for First City Bank here says: "We don't make that public. It might make us look like a soft touch."

A study done by the Insurance and Protective Division of the American Bankers Association, Washington, D.C., indicates that the banking industry alone in 1980 (latest figures available) lost $177 million to check fraud.

Figures from the Federal Reserve Banks in Houston, San Antonio and Dallas indicate checks with a dollar value in the billions did not clear.

Louis Moore, manager of the checks department of the Federal Reserve Bank here, says that last year 4.3 million checks with a dollar value of $2.7 billion didn't clear.

John Bullock, head of the San Antonio Federal Reserve Bank, said 2.2 million checks with a value of $1.6 billion failed to clear there. Larry Hill, an official with the Dallas Federal Reserve Bank, estimates 6.9 million checks with a dollar value of $6.5 billion didn't clear the bank last year.

The federal reserve banks don't keep records on what percentage of those checks cleared on the second presentation or what percentage of the checks were fraudulent, as opposed to "insufficient funds" or bookkeeping mistakes. Bullock estimates that 60 percent of the checks clear on the second presentation. Moore estimates 95 percent clear the second time around. Hill says, "We just don't know."

Helen Bosley, an operations officer at Texas Commerce Bank, says a survey done by the bank for Exxon and Montgomery Ward showed that 75 percent of the checks cleared on the second presentation.

There is no available data here on check losses stemming from forgery and use of false identification. Logan believes the amount is significant.

Bill Kelleher of the U.S. Chamber of Commerce in Washington, D.C., says losses attributed to hot check activity in the nation last year totaled $1 billion and that losses from bank credit card fraud from stolen or lost cards was $100 million.

Those figures come from a handbook on white collar crime published by the U.S. Chamber.

Dick Rossi, a spokesman for Visa, one of the nation's three largest credit card firms (the other two are MasterCard and American Express) says industry sources fix losses from fraud at $100 million last year.

[From the Houston Chronicle, Mar. 24, 1982]

DOCUMENTS OF DECEIT: MANY ILLEGALLY GET U.S. BENEFITS OVERSEAS

(By Zarko Franks)

A government white paper indicates that millions of U.S. tax dollars in Social Security benefits, obtained through false identification, are going to recipients now living in foreign countries.

Dan Lane, an investigator for the inspector general of the U.S. Department of Health and Human Services, author of the white paper last year, wrote.

"Investigations indicate that there may be millions of valid Social Security Administration numbers contained in computer records which were obtained through fraud," many of them by illegal aliens.

Immigration authorities last year arrested nearly 1 million illegal aliens, and the vast majority of them possessed or had used a Social Security card, said Lane.

Federal law prohibits an illegal alien from working or living in this nation. However, once an illegal alien has obtained a Social Security card—even with false documents—the alien is entitled to health insurance and retirement benefits.

George Bodden, director of international operations for the Social Security Administration in Baltimore, says nearly $1 billion was paid to recipients in 130 foreign countries last year.

The budget last year for the three major Social Security trust funds was $174 billion. The old age and survivors insurance fund was $127 billion; disability insurance fund, $18 billion, and hospital insurance (Medicare) $29 billion.

The extent of the fraud-related benefits to overseas beneficiaries is unknown, but substantial, according to the white paper.

"There is substantial evidence that Social Security account numbers are freely traded and sold by aliens," Lane wrote, "Over a period of years a series of aliens utilized a single Social Security number and built up credit in the account."

When the individual in whose name the account was established reaches retirement age, benefits are paid, says Lane, to which no individual is legally entitled.

More U.S. tax money in Social Security benefits goes to residents in Canada than any other foreign nation: $14.2 million a month to 49,084 recipients.

Mexico is second with $9.6 million a month to 56,701 recipients. Next is Italy, with $9.5 million to 40,624 recipients; the Philippines, $6.3 million to 33,203; Greece, $5.3 million to 16,940; West Germany, $5.3 million to 16,844; and Great Britain, $3.8 million to 12,385.

Bodden says that West Germany sends twice as much in retirement benefits, more than $10.6 million per month, to its people now living in the United States, than the U.S. government pays to people now living in West Germany.

Richard Kusserow, inspector general of Health and Human Serices, says one of the major flaws today in the Social Security system is the ease with which a Social Security card is available through the use of fraudulent documents.

And Kusserow says that Social Security cards are available for banking purposes to millions of foreigners who come here on tourist visas. A Social Security account is needed to open a bank account, and the foreign tourist can obtain a Social Security card for that purpose so he won't have to pay federal taxes on any interest he may realize for a six-month period.

The Social Security card given to the tourist, however, is not basically any different than the card issued to any U.S. citizen or registered alien.

"Therein lies the rub. There's the wrong," says Kusserow. "The tourist visitor can go to work here, stay indefinitely, and build up Social Security credits."

Paul O'Neill, director of the Houston district of the U.S. Immigration and Naturalization Service, says:

We're in a very weak enforcement posture and the aliens know it. You have no idea how easy it is to remain free as an illegal alien in this country."

A federal commission on false identification in 1976 estimated the burden to taxpayers from use of fraudulently obtained Social Security cards by illegal aliens at $12 billion. The commission quoted INS sources.

That is the last known study done on the ramifications of fraudulently obtained Social Security cards.

Proposals have been suggested for a tamper-proof, three dimensional, magnetic card bearing the name, fingerprint and coded data of the card holder.

The Government Accounting Office, the investigative arm of Congress, has rejected such a proposal as both cost prohibitive and ineffective.

To issue new Social Security cards to an estimated 200 million citizens and aliens would cost from $850 million to $2 billion, the GAO said.

And illegal aliens, or others predisposed to criminal activity, could still obtain a Social Security card—even a tamper-proof card—with false documents such as phony birth certificates, whose issuance is ill-controlled by individual states, according to the GAO report.

[From the Houston Chronicle, Mar. 25, 1982]

DOCUMENTS OF DECEIT: BOGUS ID PENALTIES PUSHED

(By Zarko Franks)

A bill now before the U.S. House Judiciary Committee strikes at the heart of the false identification problem that is costing U.S. taxpayers an estimated $15 billion a year.

The bill, introduced by Rep. Henry Hyde, R-Ill., would provide stiff penalties for using or supplying false state- or local-issued documentation to obtain a federal identification document, such as a Social Security card or a passport.

According to federal studies, there are about 6 million spurious Social Security accounts on file at the Social Security Administration headquarters in Baltimore—accounts obtained by use of fraudulent state and local documents, such as false birth certificates.

An applicant for a Social Security card is required to provide proof of identity with a birth certificate, or immigration papers if he is an alien.

Too often, say federal investigators, false birth certificates are used by illegal aliens and predisposed welfare cheats to obtain Social Security cards.

The Hyde bill would make it a felony punishable by a maximum five-year prison term and a $10,000 fine to buy, sell or traffic in counterfeit or altered state or federal identification documents; or to possess or use with the intent to defraud a counterfeit identification document.

Hyde, a member of the judiciary committee, first introduced his bill in 1977 after reading a federal advisory commission report on false identification that cited the loss of billions of tax dollars to fraud.

The bill at that time died in committee; later it was tacked on as an amendment to a U.S. Criminal Code bill that failed to pass Congress.

Other proposals have been suggested to curb identification fraud, one specifically aimed at illegal aliens, whose number increases at an estimated 1 million a year. Perhaps the most controversial is the national work ID card, proposed by the Select Commission on Immigration headed by Notre Dame's president, the Rev. Theodore Hesburgh.

His proposal was immediately rejected by Patricia Harris, then secretary of the Department of Health and Human Resources.

Opposition to the Hesburgh proposal rose from civil libertarians raising the "Big Brother" specter of George Orwell's "1984".

Surprisingly, a Gallup poll in 1980 showed that 62 percent of the public believed everyone in the United States should have a national identification card, and 76 percent favored a law forbidding employment here of illegal aliens.

Sen. Lloyd Bentsen, D-Texas, says he opposes a national work ID card. Bentsen, however, says he believes the flow of illegal aliens could be reduced by introducing a tamper-proof Social Security card, instituting civil sanctions against employers who knowingly hire illegal aliens and allowing more aliens to live and work in this nation.

Sen. John Tower, R-Texas, says he sees potential for abuse in a national worker ID card program, and that he's undecided on a proposal for the forgery-proof Social Security card. Tower traditionally has opposed proposed sanctions against employers who hire illegal aliens because of the "discrimination potential" against Hispanics.

"A bill with sanctions against an employer hiring an illegal places an unfair burden on the employer, who may not know if he has hired an illegal alien," said Tower.

The Reagan administration has proposed creation of a national computer bank to store the names of an estimated 25 million persons on welfare. The proposed National Recipient Information System would include the name, age, address, Social Security number and benefits status of welfare recipients.

Information stored in the computer bank would be made available on request only to the Department of Health and Human Services, and to federal, state and local agencies administering welfare programs.

The proposed data bank would assist in detecting and preventing fraud, abuse and waste, and monitor the integrity of public assistance programs.

John Shattuck, an American Civil Liberties Union attorney in Washington, D.C., protests the creation of such an identification system. He envisions a "massive invasion of privacy."

Such a national data bank, he said, would inevitably invite a court test of the Federal Privacy Act, which limits the use and distribution of government records and protests the confidentiality of Internal Revenue Service records.

In 1977, Joseph Califano, then head of the Department of Health, Education, and Welfare (now the Department of Health and Human Services) had sought to consolidate all welfare program recipients into a single national system, comparable to the Reagan administration's proposed data bank. The Califano proposal died a quiet death in a judiciary committee hearing room.

In related court cases, the U.S. Supreme Court last year refused to give Florida state investigators, in quest of welfare cheats, the authority to read the files of food stamp recipients in that state.

And in 1979, the U.S. Supreme Court held unanimously that police authorities could not arrest anyone for refusing to supply an identification card if the request for identification was routine or because a person merely looked suspicious.

The latter was the landmark case from El Paso in which the Supreme Court held police must have a reasonable suspicion of criminal activity before arresting an individual for refusing to provide his identity.

Rutgers law professor Frank Askin, general counsel for the ACLU, called the ruling a "reaffirmation of the right of Americans to travel about free from arbitrary police intervention."

Askin said, "An opposite result would have introduced a domestic passport system as used in other nations. (Such a practice) is alien to this country."

Thus, the prospects for a national identification card or a computer bank to consolidate names of welfare recipients appear bleak.

Esau Flores, an investigator in the Dallas office of the U.S. Immigration and Naturalization Service, sums up the national dilemma.

Flores says liberal immigration laws, the acceptance of hundreds of thousands of refugees from Cuba, Vietnam and Haiti, and the flow of nearly a million or so illegal aliens seeking a haven in this country contribute greatly to the problem. The search for a new way of life, he notes, also brings a drain on tax dollars from illegal aliens claiming welfare benefits.

"How long," asks Flores, "can we continue to help our brother?"

Senator LAXALT. We will now have Donald Shea, who is counsel and vice president of the U.S. Brewers Association, Inc., of Washington, D.C.

Welcome to the committee, Mr. Shea.

STATEMENT OF DONALD B. SHEA, COUNSEL AND VICE PRESIDENT, U.S. BREWERS ASSOCIATION, INC., WASHINGTON, D.C.

Mr. SHEA. Thank you, Mr. Chairman. My name is Donald B. Shea. I am vice president, Alcohol Program Division of the U.S. Brewers Association, Inc. [USBA], headquartered in Washington, D.C.

I have prepared a formal statement which I would like to submit for the record.

Senator LAXALT. Without objection, it will be ordered filed.

Mr. SHEA. USBA is our Nation's oldest trade association in continuous existence. Our membership includes American manufacturers of malt beverage products, suppliers in allied industries and agriculture, as well as foreign brewers.

We are pleased to submit testimony today in support of S. 2043, which is designed to provide criminal sanctions against the use of the mails or carriage in the mails or delivery of false identification documents.

One use to which these materials are put involves the illicit purchase of alcoholic beverages by minors. We find these purchases to be of deep concern to our industry. With a field staff covering the entire country, USBA has worked in close concert with law enforcement officials, retail outlets, State liquor control boards, Armed Forces Disciplinary Control Boards, and education specialists to encourage strict observance and enforcement of all laws pertaining to the sale of malt beverages.

We believe that S. 2043 will further enable the entire brewing industry to more effectively confront this problem by reducing the number of false identification cards and concomitant sales of malt beverages via bogus ID cards.

To truly appreciate the magnitude of this problem one must acknowledge that many States have recently enacted laws which raise the legal age for the purchase of alcoholic beverages, as Representative Sawyer has pointed out. This may have drastically increased the numbers of young people who are willing to purchase these identification documents.

We believe that a dramatic proliferation of these false identification cards would make even the most vigilant of alcoholic beverage retailers subject to risk of potential sales in violation of the legal age laws. We believe S. 2043 will be of great assistance to the brewing industry in preventing these illicit sales.

USBA is inclined to believe that the false ID card problem may contribute to the number of alcohol-related traffic accidents. The problem posed by the drinking driver, most particularly the young drinking driver, has recently drawn substantial attention from all segments of American society. President Reagan has created a Commission on Drunk Driving. In the Senate and the House, legislation is pending which would provide the States and local communities with financial assistance in the development of comprehensive traffic safety programs.

It is our conviction that there is a connection between underaged purchases of alcoholic beverages and alcohol-related traffic accidents among this age group. The combination of drinking and driving by these young persons represents a dangerous combination, particularly for an age group with little experience in either driving or drinking.

Senator **Laxalt**. Do you have any data to support that conclusion?

Mr. **Shea**. I believe there is data from studies conducted by the Department of Transportation and the National Institute on Alcohol Abuse and Alcoholism which would substantiate this point.

Senator **Laxalt**. How has it increased in terms of youngsters being able to procure alcoholic beverages at home and from friends? Is there any increase there?

Mr. **Shea**. I am not aware if it is broken out in this manner. I think you are correct. Youngsters get alcoholic beverages not only from retail outlets, but also from the home.

Senator **Laxalt**. Obviously this kind of legislation is not going to try to reach that. We will have to do that by other means.

Mr. **Shea**. USBA feels the only way that can be done is in the home with support from the community and the churches, and the like. But this legislation would be of assistance in the area where the Federal Government can be supportive of community efforts.

We also believe that this bill, by reducing the number of false ID cards, will greatly facilitate the reduction of illicit sales to minors and, hopefully, thereby reducing traffic accidents among this age groups.

Senator **Laxalt**. Do you think that will really happen?

Mr. **Shea**. Since the automobile and illegal purchases via false ID cards go hand in hand, it may substantially reduce it. I would like to be optimistic and state that this bill would eliminate these accidents but could not in all candor make such a sweeping claim.

Senator **Laxalt**. None of us would, really, think that that could eliminate it. But what I am basically getting at, as I have in previous questions, is whether this is going to be a productive exercise, or legislation that will be ignored.

Mr. **Shea**. It is our belief that this legislation will be productive. We think it will tremendously assist our industry in selling malt beverages only to persons of legal age.

As Mr. Tipton has pointed out, many of these bogus cards are such close facsimiles to the real thing that in the bustle of business it is very difficult to discern the real from the false.

That concludes my brief summary of the statement, Senator. I would like to submit, the entire statement, along with some materials which USBA distributes to retail outlets to assist these businessmen in preventing illicit sales to minors.

[A tape of a public service message, "Think Twice About Drinking and Driving," is on file with the subcommittee.]

Senator **Laxalt**. Thank you very much. The materials will be placed in the record. I might say that they have been made available to me personally. I think they are outstanding.

[The prepared statement and other submissions of Mr. Shea follow:]

PREPARED STATEMENT OF DONALD B. SHEA

Mr. Chairman, members of the Committee: my name is Donald B. Shea. I am Vice President/Director, Alcohol Programs Division of the United States Brewers Association, Inc. (USBA). The headquarters office of USBA is located at 1750 K Street, N.W., Washington, D. C. 20006. I am pleased to appear before you today in support of S.2043.

USBA, (founded in 1862), is our nation's oldest trade association in continuous existence. Our members include American producers of malt beverages, suppliers from allied industries and agriculture, and foreign brewers.

We are pleased to submit testimony in support of S.2043 which is designed to provide criminal penalties for the use of the mails, carriage in the mails, or delivery of identification documents bearing an unverified, false birthdate. One use to which these materials have been put, as was noted by Senator Gordon Humphrey (R-NH) when he introduced this legislation on February 2, 1982, involves the purchase of alcoholic beverages by persons below the legal drinking age.

Purchases of malt beverages by underage persons presents an issue of deep concern to the brewing industry. For many years USBA's field staff has worked in close concert with law enforcement officials. retail outlets, beer wholesalers, state liquor control agencies, Armed Forces Disciplinary Control Boards, and education specialists to encourage strict observance and enforcement of all laws pertaining to malt beverages. In March 1979, USBA launched a nationwide alcohol awareness program entitled "Think Twice...About Drinking."

One significant thrust in these efforts has involved providing educational materials to retail outlets which demonstrate the necessity of ascertaining a young adult's age to assure that no purchases are made by minors. This position is one which the brewing industry regards as critical if we are to retain a high degree of confidence among the American public. A sampling of these materials -- which have been distributed to thousands of retailers -- has been attached to this statement for your information.

USBA's Position Statement on the Problems of Alcoholism and Alcohol Misuse in American Society (dated March, 1979) clearly enunciates the commitment of the brewers to assist in making certain that beer sales are not made to minors. It is stated therein:

> *"The United States Brewers Association cooperates fully with state alcohol beverage administrators in their enforcement of minimum age laws. We take no position with respect to a specific age eligibility because we believe that determination to be a subject for society through the legislative process."*

Malt beverage producers, wholesalers and retailers are resolved to continue to work cooperatively in preventing any circumvention of legal age laws by minors. S.2043 will enable the total brewing industry to more effectively confront this problem by reducing the number of false identification cards at the disposal of minors.

To truly appreciate the magnitude of this problem, one must recognize that many states have recently enacted laws which raise the legal age for the purchase of alcoholic beverages. While USBA has not taken a position on these legislative measures, it is logical to assume -- given the ingenuity of underage persons so inclined and the profit motive of the manufacturers of false identification cards -- that this trend to increase the legal age may drastically expand the numbers of young people willing to purchase these documents. Naturally, a dramatic proliferation of these false identification cards would make even the most vigilant of alcoholic beverage retailers subject to risk of potential sales in violation of the legal age laws.

S.2043 will greatly assist the brewing industry in preventing illegal sales to minors. By placing the onus on these identification card manufacturers, the law-abiding retailer of alcoholic beverages will not be besieged with a multiplicity of official-looking documents which are primarily designed to circumvent the minimum drinking age laws. The legislation you are considering will afford assistance to the overwhelming majority of retailers who utilize all available and reasonable means to prevent sales to minors. USBA applauds the leadership of Senator Humphrey in introducing this legislation.

These false identification materials in all likelihood contribute to the number of alcohol-related traffic accidents involving young persons. The problem posed by the drinking driver has recently drawn attention from all segments of American society. On April 14, 1982, President Reagan announced the creation of a Presidential Commission on Drunk Driving, to be chaired by Governor John A. Volpe. In both the Senate and the House of Representatives, legislation is pending which would provide the states and local communities with financial assistance in the development of comprehensive traffic safety programs. Numerous state governments have initiated task forces to examine the scope of the problem and devise strategies by which these tragedies can be reduced. USBA has pledged its support in this area to the President, to the Congress and to state and local communities. Additionally, on May 14, 1982, USBA released a public service campaign, featuring actress Kristy McNichol, which further demonstrates our commitment to reduce the toll exacted in alcohol-related traffic accidents. A copy of this campaign is attached to this testimony.

It is our conviction that there exists a connection between underaged purchases of alcoholic beverages and alcohol-related traffic accidents among this age group. The combination of drinking and driving by these young persons represents a dangerous combination, particularly for an age group with little experience of either driving or drinking. Consequently, S.2043 could well play a significant role in diminishing traffic accidents involving these young people by greatly reducing the false identification cards which facilitate their purchases of alcoholic beverages.

For these reasons, Mr. Chairman, the USBA is pleased to lend its support to S.2043.

Enclosures.

######

EDITOR'S NOTE.—A tape accompanying the public service campaign is on file with the subcommittee.

UNDER AGE?

Don't ask us to sell you beer!

THINK TWICE... ABOUT DRINKING

The Alcohol Awareness Program of the United States Brewers Association, Inc. and the National Beer Wholesalers' Association of America, Inc.

WE DON'T SERVE
INTOXICATED
INDIVIDUALS

[illegible] States Brewers Association [illegible]

THINK TWICE ABOUT
DRINKING & DRIVING

a public service message with
KRISTY McNICHOL

U.S. Department
of Transportation

**National Highway
Traffic Safety
Administration**

400 Seventh St., S.W.
Washington, D.C. 20590

Dear Public Service Director:

Drunk driving is one of our nations most serious public health and safety issues. Each year some 25,000 Americans die and over 650,000 are injured in alcohol-related highway crashes.

Although much good work has been done to reduce the incidence of drunk driving through a variety of educational and prevention programs, there is much yet to be done if our society is to reduce these senseless tragedies. The enclosed radio spot with actress Kristy McNichol addresses the subject of drinking and driving in a straightforward manner. Although it is directed primarily at young adults, the message is one each and every American should carefully consider. As Chairman of the President's new Commission on Drunk Driving, I am pleased to endorse this effort.

You and your station could assist in this commendable campaign developed by the United States Brewers Association by broadcasting these messages on a frequent basis. Your cooperation will be most appreciated, most particularly by those whose lives may be saved by heeding the advice contained in this message.

Sincerely,

John Volpe

John A. Volpe
Chairman, Presidential Commission
on Drunk Driving

Radio Public Service Announcements on Drinking and Driving with Kristy McNichol

60 Seconds

Hi, I'm Kristy McNichol. If you're like me, you really value your friends and you'd never do anything to hurt them -- at least not intentionally. That's why I want you to "Think Twice" about the dangers involved in drinking and driving.

Did you know that a major cause of teenage death in this country today is drunk driving? That's a pretty sobering thought. It seems that we've all known or heard of someone who has been killed or seriously injured in a traffic accident, but somehow we don't think it can happen to us or to our friends. But it can happen and all too often does.

If you're not able to drive home, don't be afraid to give the keys to someone else, or, if you're just along for the ride, make sure whoever *is* behind the wheel hasn't had too much to drink.

Friendship is a two-way street. Don't let yours come to a dead end.

A PUBLIC SERVICE MESSAGE FROM THE UNITED STATES BREWERS ASSOCIATION AND THIS STATION.

30 Seconds

Hi, I'm Kristy McNichol. If you're like me you really value your friends, and you'd never do anything to hurt them -- at least not intentionally. That's why I want you to "Think Twice" about drinking and driving.

If you're not able to drive home, don't be afraid to give the keys to someone else. Or, if you're just along for the ride, make sure the driver hasn't had too much to drink.

Friendship is a two-way street. Don't let yours come to a dead end.

A MESSAGE FROM THE UNITED STATES BREWERS ASSOCIATION AND THIS STATION.

10 Seconds

This is Kristy McNichol reminding you that drinking and driving often lead to a dead end. "Think Twice" before you get behind the wheel.

A MESSAGE FROM THE UNITED STATES BREWERS ASSOCIATION AND THIS STATION.

Before you take to the open road, *think twice...*

...about Drinking and Driving.

You passed your driver's test. You have your first license. You're ready to take to the open road by yourself.

Like the great majority of experienced drivers, you'll approach this privilege seriously —and consider the new areas of responsibility that come with your license.

Drinking and driving, for example. That dangerous combination is a constant threat to highway safety. Drinking may be a factor in as many as 50 percent of fatal motor vehicle accidents. Why? Because so many persons disregard what is still the soundest advice, "If you drink, don't drive." Or because so many think it's smart to have "just one more for the road."

It's best for you to face such realities. Drive defensively. Follow the rules of the road. Think about the safety of your passengers and other motorists. Know and observe the laws (they differ from state to state); avoid the consequences of breaking them... There are many things for both beginning and experienced drivers to consider.

What about these risks?

You'll find, in all states, that the law is clear on drinking and driving. If, for instance, you have your license but are under the minimum drinking age in your state, you cannot legally drink alcohol beverages.

Before you risk any drinking/driving violations, ask yourself:

1. **Could I lose my driver's license?**
2. **Could I be subject to fines? Imprisonment? Higher car insurance?**

Those and other questions are covered in the True and False test on the next page. If you get even one wrong, you had better think twice before you take to the open road.

CHECK YOURSELF

Check TRUE or FALSE beside each statement.
Answers are on the back page.

T F

☐ ☐ 1. All states prohibit driving under the influence of alcohol.

☐ ☐ 2. A 16- or 17-year-old person who commits a moving traffic violation would be treated differently from an adult offender.

☐ ☐ 3. By law, it is never possible for a person under 18 to be sentenced to prison.

☐ ☐ 4. If, while driving, you are at fault injuring someone and drive away without stopping, you may have committed a criminal offense.

☐ ☐ 5. If you are arrested as DWI (Driving While Intoxicated), you can lose your license and be subjected to a fine, but you cannot be imprisoned.

☐ ☐ 6. It's always legal for a minor to have alcohol beverages in the car if the beverages have been purchased by someone of legal age.

☐ ☐ 7. Highest proportion of alcohol-related accidents occur in the 21-24 age group.

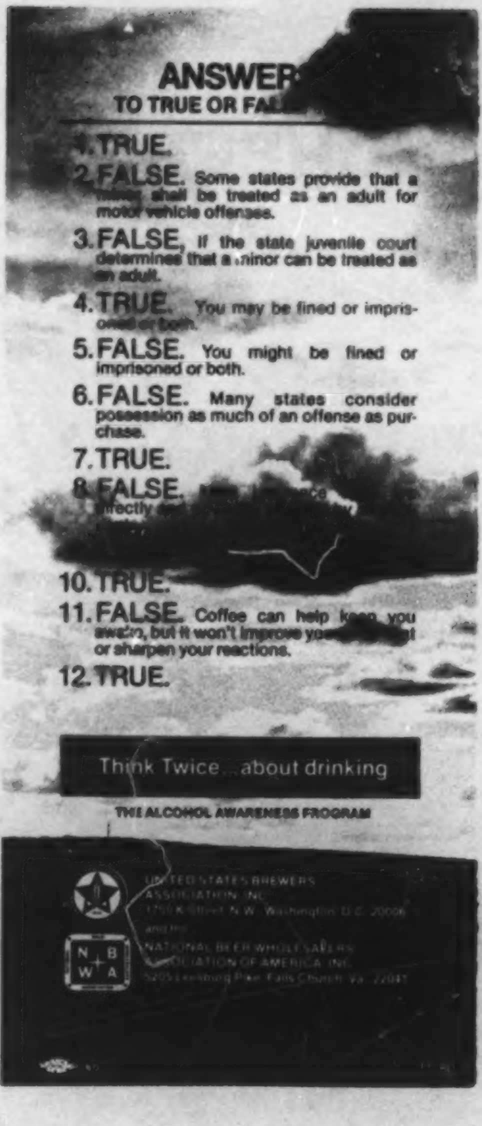
☐ ☐ 8. If you cause an accident while driving, your car insurance rates will not be affected.

☐ ☐ 9. Under certain circumstances, one drink may affect a driver's judgment, resulting in such things as running through a red light, passing on a curve, speeding.

☐ ☐ 10. Consumption of alcohol by persons riding with you constitutes a public offense in many states.

☐ ☐ 11. If you have been drinking at a party, coffee will sober you up quickly before you drive.

☐ ☐ 12. You can be sentenced to jail for drag racing on public streets or highways.



ANSWER[illegible]

TO TRUE OR FA[illegible]

1. TRUE.
2. FALSE. Some states provide that a minor shall be treated as an adult for motor vehicle offenses.
3. FALSE, if the state juvenile court determines that a minor can be treated as an adult.
4. TRUE. You may be fined or imprisoned or both.
5. FALSE. You might be fined or imprisoned or both.
6. FALSE. Many states consider possession as much of an offense as purchase.
7. TRUE.
8. FALSE. [illegible]ce directly [illegible]
9. [illegible]
10. TRUE.
11. FALSE. Coffee can help keep you awake, but it won't improve your [illegible]t or sharpen your reactions.
12. TRUE.

Think Twice... about drinking

THE ALCOHOL AWARENESS PROGRAM

UNITED STATES BREWERS
ASSOCIATION, INC.
1750 K Street, N.W., Washington, D.C. 20006
and the
NATIONAL BEER WHOLESALERS
ASSOCIATION OF AMERICA, INC.
5205 Leesburg Pike, Falls Church, Va. 22041

CHEERS!

SIX KEYS TO OPERATING RESPONSIBLE PUBS

Many of the nation's institutions of higher learning have some form of alcohol education. Programs are planned or in preparation at numerous others.

Approaches and methods vary. But their basic objective is the same: *to motivate students to make responsible decisions about drinking.*

Decisions include not drinking at all, or controlling and avoiding the negative consequences of alcohol misuse.

Because campus pubs can play important roles in furthering this objective, the United States Brewers Association has prepared this capsule guide as part of its on-going work with colleges and universities. It also applies to other student-patronized taverns and bars.

THE HEART OF THE MATTER

An alcohol educator widely recognized for her research on the subject, Ms. Joan Gravell, of the University of Massachusetts, Amherst, sees three constructive functions for campus pubs:

- Provide a setting, not for concentrated heavy drinking, but for drawing a cross section of undergraduate and graduate students who can socialize there: meeting, relaxing, eating, drinking, talking.
- Serve as an enterprise through which students can gain business experience, particularly where the operation has to make a profit or at least break even.
- Provide an environment where students, in developing drinking patterns, learn from each other how to use alcohol sensibly.

Practically, the second of these functions may appear to lead to inevitable conflict with the other two. Need to increase income frequently equates to stronger promotion of drinks. But a simple operating philosophy holds a solution:

> *Attract more people and sell a moderate amount to many instead of a lot to a few.*

The six steps offered here, drawn from Ms. Gravell's research, are based on this approach.

1. Make diversions available.

Opening space for things other than just sitting and drinking is one. It will cut the heavier consumption that accompanies being packed together at jammed tables.

A dance floor, for instance. Experiences show that it can broaden the clientele base significantly. And people having fun dancing become less preoccupied with drinking.

Sections for television, pinball, darts and pool can serve a similar purpose by attracting patronage interested in more than just a drinking setting.

Having sufficient lighting is another important factor. A darker atmosphere is normally more conducive to simply drinking.

2. Feature appealing foods.

If displayed attractively and promoted, tasty food can be a draw by adding eating pleasure to drinking. At the same time, protein-oriented items - cheese and crackers, hot dogs, pizza - can serve the positive purpose of slowing absorption of alcohol into the blood stream.

Specialty appetizers such as shrimp cocktails and spareribs can build a pub's reputation as the place to go. And add profits. In fact, using quality and price of food as a patronage incentive can be sound business.

A word about popcorn and peanuts. It's better that they be the unsalted kind. These satisfy nibbling desires without abetting the increased drinking that salty snacks do.

3. Give non-alcohol beverages equal billing.

An atmosphere in which students who choose not to drink alcohol can feel comfortable and have a sense of belonging is pivotal if a pub is to meet its obligation of serving the entire college/university population. This means making non-alcohol beverages available at comparable prices. Advertise them prominently to let customers know they can be ordered without embarrassment.

Further, a policy of staying open after closing hour to continue serving these beverages along with food can help create an environment for responsible drinking.

4. Use on-site aids for alcohol education.

Logical opportunities prevail in a point-of-purchase setting to augment things any campus alcohol-education program is attempting to get across to students.

Posters can be used to help expose such common myths as that black coffee is a sober-up prescription. Coasters and napkins can carry messages and reminders on drinking and driving.

Of priority importance is a sign no one can miss:

WE DON'T SERVE
INTOXICATED
INDIVIDUALS

5. Maintain high personnel standards.

To encourage responsible drinking, it is fundamental to establish an attitude among bartenders and managers that anything else is unacceptable.

This calls for extending bartender training beyond how to mix drinks, draw draughts and being polite to customers. Controls should be set and enforced to prevent overconsumption, with not wanting to offend friends secondary to exercising judgment in serving them. The need for such restraint is all the more imperative in states with dram shop laws that make licensees and/or bartenders potentially liable for contributing to alcohol-related accidents and injuries.

Bartenders and managers alike should be trained in recognizing and dealing with problem drinkers, handling fights and persons who have drunk too much, working with friends of excessive drinkers, being firm against attempts to circumvent drinking-age minimums, first aid, handling people sneaking in with alcohol, and dealing with police.

Among significant observations that have emerged from experiences is that women bartenders are better at controlling situations than men. They also can be good managers and are likely to be able to deal with problems more skillfully than men.

6. Follow constructive promotional practices.

Obviously, a pub doesn't project a responsible-drinking image by glamorizing alcohol with such events as special nights to show consumption as a sign of maturity, masculinity or equality for women.

Nor does it do so in offering 2 for 1 price reductions, special pitcher rates and low-cost Happy Hours.

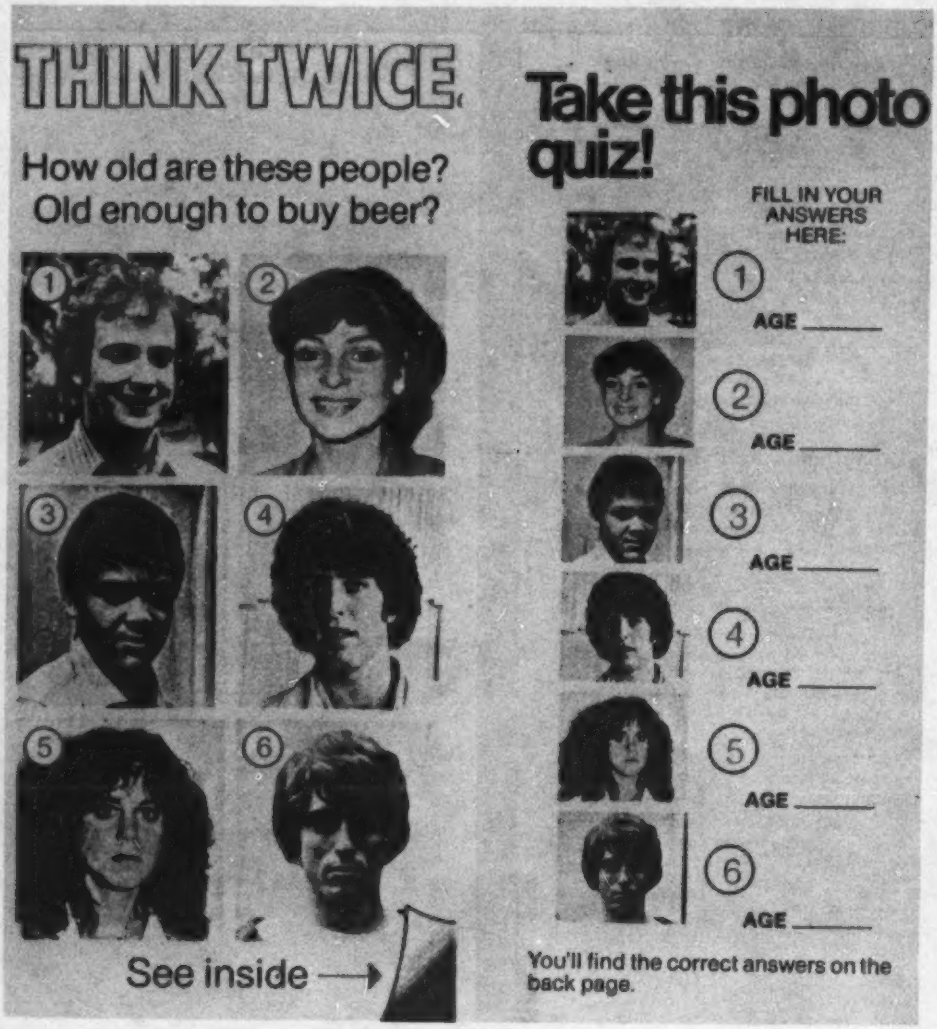
On the other hand, keeping in mind the philosophy of selling a moderate amount to many, advertising and promotion can be used in positive ways.

One is to feature talent shows and presentations that broaden the base of interest and divert attention from preoccupation with just drinking. Another is to have the pub serve a constructive educational purpose as the locale for courses on such things as food preparation.

What thus is posed is use of promotional ingenuity that accents responsibility in drawing a broadened range of patrons.

For more information please contact your Regional Representative of the United States Brewers Association or the Alcohol Programs Division, USBA, Washington, D.C. 20006.

United States Brewers Association, Inc.
1750 K Street, N.W.
Washington, D.C. 20006



THINK TWICE.

How old are these people?
Old enough to buy beer?

① ② ③ ④ ⑤ ⑥

See inside →

Take this photo quiz!

FILL IN YOUR ANSWERS HERE:

① AGE ______

② AGE ______

③ AGE ______

④ AGE ______

⑤ AGE ______

⑥ AGE ______

You'll find the correct answers on the back page.

If you sell beer to the public and guessed wrong about the age of just one of the six persons pictured on the cover, it shows how easily you might make the mistake of selling beer to a person not of legal age to buy alcohol beverages in your state.

The possible penalty? You could lose your retail license.

To prevent that serious occurrence, be certain all your employees know your state and local laws governing the sale of alcohol beverages.

Make sure, also, that they think twice about the following guidelines in serving customers:

1. **If you have any questions about a customer's legal age, ask to see an identification showing date of birth.**
2. **But then, *if still in doubt*, do not serve the customer.**

Something else to think about

It's not only unlawful to sell beer directly to underage drinkers; it's also illegal for older customers to buy beer for underage consumers. In some states, it's illegal for underage persons to have beer in their automobiles, even though it was actually purchased by someone of legal age.

As a retailer, with a substantial dollar investment in your license, you, of course, are fully aware of legal responsibilities and personal risks in operating your outlet. Strict adherence to the law is part of your business credo.

That belief does more than protect *you*. It also helps prevent someone underage from getting into trouble.

And that is what everyone in the brewing industry wants most to do.

Answers to the photo quiz—

PHOTO		AGE
①	——	25
②	——	22
③	——	16
④	——	20
⑤	——	19
⑥	——	17

Think Twice . . . about drinking

THE ALCOHOL AWARENESS PROGRAM
of the
UNITED STATES BREWERS ASSOCIATION, INC.
1750 K Street, N.W., Washington, D.C. 20006
202/466-2400
and the
NATIONAL BEER WHOLESALERS' ASSOCIATION
OF AMERICA, INC.
5205 Leesburg Pike, Falls Church, VA. 22041
703/578-4300

11/80

Senator **Laxalt**. It illustrates what can come from the private industry.

Senator Humphrey?

Senator **Humphrey**. Mr. Chairman, let me point out, when we are asked the question, "What must young people think of governmental authority when they can so easily obtain this type of document and we in effect simply wink at the practice?" That is another angle to be considered.

Whether this bill, if it becomes law, has a substantial impact depends upon enforcement, and that is not something we can control.

Senator **Laxalt**. A lot of it will be determined by societal attitudes within the family structure, the church, and the rest of it. We have a lot of laws on the books relating to marihuana, too.

Senator **Humphrey**. Yes. Attitudes are what we have to change, and they are changing.

Senator **Laxalt**. But this will be a help along those lines.

Senator **Humphrey**. Yes, I think so.

Senator **Laxalt**. Very well. We will now hear from the good State of New Hampshire. Mr. Kenneth Teele, investigator, law enforcement division, New Hampshire State Liquor Commission, of Concord, N.H., will you come forward?

STATEMENT OF KENNETH H. TEELE, INVESTIGATOR, LAW ENFORCEMENT DIVISION, NEW HAMPSHIRE LIQUOR COMMISSION, CONCORD, N.H.

Mr. **Teele**. Good morning, Mr. Chairman.

I would like to thank you for this opportunity to appear today, because I view the availability and use of false ID's a problem for us in law enforcement and for the people selling alcoholic beverages. I have prepared and submitted a written statement which I will not repeat here before you this morning, but merely summarize my remarks, with your permission.

Senator **Laxalt**. We will order the full statement filed.

Mr. **Teele**. The ID card we are talking about today is the bogus ID card. It is ordered by mail. It comes in all sizes and shapes for very modest prices, well within the means of your average user.

The ID's range from bogus college ID cards to blank birth certificates, to simulated drivers' licenses and personal ID's.

Senator **Laxalt**. What is the one most commonly used, the driver's license?

Mr. **Teele**. No, it would be the personal ID card, which says on it, "Issued for personal identification."

Senator **Laxalt**. Why would a young person want such an ID?

Mr. **Teele**. The problem is the sellers of alcoholic beverages don't know what is legitimate identification. A customer comes in with a card saying, "Maryland Identification Card." A person in New Hampshire wouldn't know whether it was genuine.

Certainly you and I have no reason for the ID card, as the State can take care of any identification needs we have. The only reason I can see obtaining this ID would be for some deceitful reason. I have never found anyone with one of these cards who hadn't lied in some way to obtain them.

You look at the sales circulars of these companies and they almost invite fraud. One company has a quote in the sales circulars that says, "Many customers buy out-of-State ID's because they work much better." Work much better than what?

In my experience, it is working much better for the procurement of alcoholic beverages. There is no verification of age or identity. Some provide a block where you can print the name and information you want on the card and the second block where you put your correct name and address for shipping to the proper person.

Without asking for proof of age or identity, the companies are becoming part and parcel to this deceit.

Senator **Laxalt**. Do you have a lot of interstate traffic in these?

Mr. **Teele**. We have no companies producing these ID's in our State. All are produced out of New Hampshire and distributed by the mails.

Senator **Laxalt**. How about Massachusetts?

Mr. **Teele**. I don't know of any in Massachusetts, either. The States I am familiar with are Colorado, Nebraska, Florida, California, and so forth.

Senator **Laxalt**. So, many States have an importation problem coming in from outside?

Mr. **Teele**. That is exactly right. We don't have laws to deal with the manufacture of these cards. We have laws that can deal with the use of the cards, but then it becomes a matter of detecting their use. I question how many times do we actually catch the use.

I work in a geographical area in New Hampshire which encompasses nine different towns with some 145 licenseholders. Now, I only cover 9 out of about 237 cities and towns in our State, and 145 licenses out of well over 2,500, but in the last 4 years I have found over 100 unlawful sales of alcoholic beverages to persons under the legal drinking age, which in our State is 20, and out of these I have found that 42 percent of the sales are caused by use of false identification.

In our State, the seller is not protected unless he saw an official identification card, and these cards may look official, but they are not official.

Senator **Laxalt**. So, in fact, if they are not official, then he is in jeopardy?

Mr. **Teele**. Yes, of losing his license, of criminal prosecution, and we have seen an upsurge in civil suits, charging some sort of negligence. It has been my experience that the average age of the person used in the cards is 17, that is 3 years younger than our State age.

Senator **Laxalt**. So you are talking about a high school type problem?

Mr. **Teele**. Yes, sir, it is. Again, we don't have these companies operating out of New Hampshire. The cards coming into our State are coming from out of the State. So it is really not just a regional concern on the part of the authorities of New Hampshire, but a national problem.

Senator **Laxalt**. Have you had a high incidence of these bogus cards in your own experience?

Mr. **Teele**. Yes, I have, especially since 1979, when we raised our drinking age from the age of 18 to the age of 20. We raised our age, and I have found a larger percentage of false identification use which apparently would be due to the two new age groups that we disenfranchised from the right to drink.

Senator LAXALT. Senator Humphrey, do you have anything for your constituent?

Senator HUMPHREY. I have nothing.

Senator LAXALT. We appreciate your coming in. You have been very helpful.

Mr. TEELE. Thank you.

[The prepared statement of Mr. Teele follows:]

PREPARED STATEMENT OF KENNETH H. TEELE

I am an Investigator for the Enforcement Division of the State of New Hampshire Liquor Commission and have been so employed for the past four years. Our function is to enforce all laws dealing with the sale, possession, manufacture, transportation and consumption of alcoholic beverages. We have the primary responsibility for the enforcement of all alcoholic beverage laws upon premises holding licenses to sell from the Liquor Commission.

This Committee is studying the problem of false identification and how it relates to persons under the legal state drinking age using it to procure alcoholic beverages. Over the past four years I have seen many states debate and several states raise their legal drinking age. Our state, New Hampshire, raised the drinking age from 18 to 20 in May of 1979 as did the Commonwealth of Massachusetts bordering us. I believe a person in many instances has definitive ideas on the use of alcohol by the time they reach the age of 16 and raising the lawful age probably will not change their habits but only serve to make it harder for them to obtain the alcoholic beverages. I have also seen that the sellers of alcoholic beverages are becoming more aware of the responsibility they have and fewer sales are made without asking for identification from the purchaser to verify age. Add higher drinking ages and stricter seller control and I feel you will find it equals a rise in the use of false identification by those under the lawful age seeking to drink.

False identification generally comes in two forms. First is the altered official identification and second is the bogus identification card, produced so as to appear genuine. The first variety can be detected by checking for cuts, erasures or other signs of tampering. The bogus ID card is more difficult to detect because it is made to look like a genuine product in unaltered form. The altering of an official state's identification document is rightfully within the ability of the state to detect and punish as is the use of the bogus card. The manufacturing of the bogus ID is another matter. It would be most difficult for us in New Hampshire to locate and pursue a company manufacturing bogus identification even if we had the laws controlling this which we, and most other states, do not.

I must enforce the state's alcoholic beverage laws in 9 different towns in New Hampshire which encompasses some 145 different establishments holding a license to sell some type of alcoholic beverages. Over the past four years I have cited within this area over 100 instances of alcoholic beverages being sold to persons less than the legal age. In approximately 42% of these incidents the sale was made on the basis of the seller seeing some type of false identification. What must be remembered is that these are just incidents detected by 1 of the 18 Investigators we have in the field and that occured in 145 of the 2570 establishments licensed by the Liquor Commission in 9 of the 237 cities and towns of the state. I have not seen a full year, in the area which I am assigned to, where the unlawful sales prompted by the use of false identification have fallen below 40% of the total unlawful sales that are recorded. This reflects only those sales that are in fact detected. I am convinced that only a fraction of the unlawful sales made are caught.

I can think off hand of some 18 different companies that sell some type of bogus identification through the mails. These include but are not limited to birth certificates, college ID's, personal ID's and simulated drivers licenses all in the price range of $5.00 to $12.00. The system is ripe for fraud when the sales circulars come from the company with one block to print the name, address and date of birth you want on the ID andanother block to print the real name and address of the person to ship the card to. No verification of age or identity is required. Some circulars contain wording like "sold for amusement purposes only" or "fool your friends" but who can control the use of the card after it leaves the company? How amusing is a simulated drivers licenses? Other sales circulars contain inducements such as "many of our customers nuy and use..."out of state" ID's because they find the unfamiliar ID card works much better...it is less likely that the card's validity will be questioned". How does a businessman at Hampton Beach, New Hampshire, who deals with thousands of people during the summer from across this country and Canada know what is the real State of Nebraska ID and what is false? I wish I could count the number of times I have been in establishments explaining and showing bogus identification to the business owner or his employees only to have them point out a particular variety that they have accepted as official in the past. I know of a licensed club who at the end of a busy 4 month summer season can turn over to me over 100 pieces of bogus identification confiscated by his employees and yet people in business right down the street say they never see false ID's--or think they don't because they cannot discern what is real and what is false. Because of the nature of the area in which I work I deal with youths using false identification who live everywhere from Florida to California and are vacationing in New Hampshire. Although I have dealt with children as young as 15 years of age using false identification I have found that the average age of the false ID user is 17½ years and he is using the ID to purchase on the average almost a case of beer. In New Hampshire that is some 2½ years less than the lawful age. I found in 1981 that the average age of the person I arrested for liquor law violations was again 17½ years. I know of one of our Investigators who in the space of 12 months picked up the same 17 year old girl on alcohol offenses on three different occasions and each time she possessed a piece of bogus identification. I know of a 16 year old boy that was driving while intoxicated and involved in a motor vehicle accident in which a passenger lost their life. Two years later at age 18, still under the legal drinking age, he was apprehended trying to enter a lounge using a bogus ID.

The businessman is in an unenviable position. The quantity and diversity of bogus identification is immense. How does he prepare for this problem which is just one aspect of his total business operation? The employee turnover rate in the restaurant/grocery store business is high. By the time an employee is fully trained it is likely that they will leave shortly thereafter and the training process must start all over again with a new employee. This is especially true in a seasonal area where every season you start with new employees. The acceptance of a piece of bogus ID does not negate the violation of liquor laws in many states including New Hampshire. In New Hampshire the only defense a seller has by law is if the purchaser looked to be of a legal age, if the purchaser signed a special sales affidavit spelled out by law and if the seller has seen some type of official identification from the purchaser. Bogus ID's are not official--they only appear so. The seller now faces possible criminal prosecution, the suspension of his liquor license and even the chance of a civil suit seeking damages for negligence by the parents of the 16 year old who purchased beer with a bogus ID and then was killed driving drunk on our highways.

Like any problem this must be corrected at its source. I can't think of any legitimate reason one would be purchasing this type of identification, unless it is for fraudulent reasons. I can say that I have never encountered a person using this type of ID that has not committed some deceit in obtaining the ID, in this business usually by giving a false date of birth. By lack of effective control the company becomes part and partner of this deceit. These companies operate all across this country. False identification is not a reagional concern but a national problem.

Senator **Laxalt**. Are there any other witnesses or observations to be made?

Senator Humphrey, did you have any closing statement to make?

Senator **Humphrey**. Only to thank you, Mr. Chairman, for expediting the hearing, and I do want to express my hope that this bill, which is not controversial as far as we can tell so far, doesn't get tangled up with something which is controversial; that is, by combining it with some other legislation, but I will leave that to your judgment.

Senator **Laxalt**. You want to keep it off voting rights, is that what you are telling me?

Senator **Humphrey**. Yes.

Senator **Laxalt**. In all seriousness, Senator Humphrey, we will certainly work with you, as we have previously indicated, and it might be well for us to establish contact with our chairman who has the unenviable task of assigning priority, and perhaps between the two of us we will be able to expedite this before the year is out.

Senator **Humphrey**. I hope so. I think this might be dealt with on the floor by voice vote. I don't see any controversy, but one doesn't know.

Senator **Laxalt**. Thank you.

If there is nothing further, the hearing will be adjourned.

[Whereupon, at 10:30 a.m., the subcommittee recessed, to reconvene subject to the call of the Chair.].

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